SKILLS DEVELOPMENT
HANDBOOK

LGSETA

CREATING GREATER IMPACT

GENERAL
INFORMATION

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GLOSSARY

AET	Adult Education and Training.
Accreditation	Systems and procedures to determine whether or not training providers have the capacity to provide high quality education and training against specified unit standards and qualifications. If the ETQA determines that the training provider does have this capacity, then they accredit the provider, usually for a particular period of time. Accreditation is necessary as it provides a guarantee to all users of an accredited training provider that the provider complies with the required standards for learning and assessment services. It also means that all learners can be assured of a quality learning and assessment experience and that the credits and qualifications they achieve through these services will be nationally and internationally recognised, regardless of where or how they were obtained.
Apprenticeship	An apprenticeship is a learning programme which must include structured learning and practical work experience. Apprenticeships are the historical forerunner of learnerships. Apprenticeships were created in terms of the old Manpower Training Act (which has been replaced by the Skills Development Act) and were registered with the old Industry Training Boards. They covered the traditional 'blue collar' trades, such as plumbing, fitting and turning, electrician skills etc. The role of Industry Training Boards has been taken over by SETAs – however, until such time as all apprenticeships have been 'converted' to learnerships by the establishment and registration of unit standards, apprenticeships remain in respect of certain jobs. The Skills Development Act (Schedule 2) describes how this transitional phase will be achieved.
Assessor	A person who is qualified against the registered unit standards for assessors and is registered as an assessor with the ETQA function of a SETA or with a professional body ETQA.
Assessment	A structured process for gathering evidence and making judgments about an individual's performance in relation to registered national standards and qualifications.
Band	The three education and training areas used to locate qualifications – namely General Education (level 1 – schooling up to grade 9 and ABET), Further Education and Training (levels 2-4: grade 10-12) and Higher Education (levels 5-10).
CHE	Council of Higher Education
Competencies	Competence is defined as the behaviours that employees must have, or must acquire in order to achieve high levels of performance based on skills, knowledge and behaviours.
Credit	A credit is the value assigned by SAQA to 10 notional learning hours.

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Credit-bearing short course	A 'credit bearing short course' is a type of short learning programme for which credits against nationally registered unit standards are acquired. A credit bearing short course differs from a skills programme in that the short course will result in the acquisition of credits against any unit standard or set of unit standards, whereas a skills programme must result in the acquisition of credits against unit standards that contribute to a full qualification.
Critical Outcomes	Critical outcomes are generic skills which can be applied in most situations in work and life (e.g. problem-solving skills). Each unit standard will incorporate a number of critical outcomes.
COGTA	Cooperative Governance and Traditional Affairs
ETQA	Education and Training Quality Assurance (body)
FET	Further Education and Training
Full qualification	Full qualifications are a cluster of unit standards with a defined number of credits combined together, using 'rules of combination' defined by SAQA, to form a qualification.
GET	General Education and Training
Grant	An amount of money received from the LGSETA on fulfillment of certain requirements relating to skills development. Grants are divided into: mandatory grants (received on fulfillment of criteria such as submission of a WSP and an IP) and discretionary grants (received on application and related to skills development priorities determined by the LGSETA).
HET	Higher Education and Training
IDP	Integrated Development Plan. The Municipal Systems Act (Act No 32 of 2000) introduces the concept of an Integrated Development Plan.

"Integrated development planning is the process through which municipalities prepare a strategic plan for a five year period. The Integrated Development Plan (IDP) is a product of the integrated development planning process. The IDP is [the] principal strategic planning instrument that guides and informs all planning, budgeting, management and decision-making in a municipality." |
| **Implementation Report** | A report compiled by the organisation and submitted to the LGSETA detailing training conducted for a specified period. |
| **LGSETA** | Local Government Sector Education and Training Authority |

GLOSSARY

Learnership	A learnership is a learning 'pathway' or route which must include structured learning (e.g. in a 'classroom') as well as practical work experience, and must result in the acquisition of a full qualification registered on the NQF. Learnerships are also occupationally-based, and must be registered with a SETA and comply with its stipulated requirements.
Learning Outcomes	Learning outcomes are the knowledge, skills and attitudes which a learner is able to demonstrate within a particular context. They are the result of formal, non-formal or informal learning processes.
Level	Level indicates the complexity of outcomes and the level of knowledge required of a learner to successfully achieve a unit standard or qualification at level 1-8 on the NQF.
NSDS	National Skills Development Strategy
Non-credit bearing short course	This is a type of short learning programme in which no credits are awarded. These non-credit bearing short courses will still form an important part of any organisation's overall training and development programme, and will cover areas such as: • Seminars and workshops • Programmes which cover part of a unit standard (no provider can award credits for 'part' of a unit standard) • Refresher programmes • Product or equipment specific training.
Notional learning hours	Notional learning hours which is the amount of time (in hours) which the average learner would take, learning under average conditions, to acquire competence in the unit standard under review. These learning hours are not only contact hours with the trainer but include time spent completing assignments etc.
Outcomes Based Education	Outcomes Based Education (OBE) is an education system which focuses on the learning which learners are able to demonstrate (i.e. learning outcomes) rather than on the content which they have been exposed to. It is intended to better equip learners for active participation in social and economic life and for lifelong learning.
Qualification	A qualification is formal recognition of the achievement of the required number and range of credits and such other requirements at specific levels of the NQF as may be determined by relevant bodies. In other words, it is a cluster of unit standards and is registered on the NQF.
RPL	Recognition of Prior Learning. RPL is a particular type of assessment. It is the acknowledgement of learning that has taken place before, irrespective of whether the learning was acquired formally or informally e.g. through formal education and training at an institution of learning or through on the job training, in-house training, experience etc.

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Record of Learner Achievement	The history of the learner's achievements. They should be updated regularly and communicated to the SETA ETQA for reporting to SAQA and recording on the National Learners Records Database.
Rules of Combination	Rules of combination are the rules regarding the combination of credits into a qualification. The National Standards Body that is developing the qualification will make sure that the unit standards that are selected for the qualification are combined in a way that 'makes sense' i.e. you wouldn't have unit standards with outcomes related to nursing skills in a management qualification. The NSB must also ensure that the qualification consists of fundamental, core and elective learning.
SAQA	South African Qualifications Authority
SARS	South African Revenue Service
SDF	Skills Development Facilitator
SETA	Sector Education and Training Authority
SGB	Standards Generating Body
SIC Codes	Standard Industrial Classification Codes
Short learning programme	A 'short learning programme' describes all short programmes, whether credits are awarded or not. This includes skills programmes, credit bearing short courses and non-credit bearing short courses.
Skills Audit	A skills audit is about finding out what skills you have in your organisation. In order for this information to be useful, it is best to start by finding out what skills you need in your organisation, and then you can compare the skills that you have against the skills that you need – this process is usually called a skills gap analysis, and is the core part of a skills audit.
Skills Development Levy	1% of total remuneration paid or payable by an employer to employees during a month and paid to SARS in terms of the Skills Development Act.
Skills Programme	A skills programme is a short learning programme which is occupationally-based (which means that it is aimed at the acquisition of skills which are used in the workplace) and which will, when completed (i.e. when assessment has taken place), result in the acquisition of credits against unit standards contribute to a full qualification. The Skills Development Act (Chapter 5) specifies how skills programmes should be dealt with, including how to resolve disputes which may arise in relation to skills programmes.

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Specific Outcomes	Specific outcomes are outcomes demonstrated in a specific context and reflect knowledge and skills in the particular area in which the learner is located. The achievement of specific outcomes enables a learner to acquire credits on the NQF.
Training Committee	Committee of employee representatives in workplaces of more than 50 employees (shop stewards in the case of a workplace in which trade union(s) have been recognised), which the employer is obliged to consult over skills development issues including the appointment of an SDF in terms of the Regulations to the Skills Development Act.
Training Provider	Organisation delivering training. Ideally the training provider should be accredited with an ETQA.
Moderation	A process of ensuring that the learners who are being assessed are being assessed in a consistent manner. This assists in ensuring that all assessors who assess a particular unit standard or qualification are making similar and consistent judgments about learner's performance, using similar methods. It also focuses on ensuring consistency between assessments being conducted by service providers i.e. where there are two or more service providers providing training on the same unit standard, the way in which they are assessing should be consistent.
NQF	National Qualifications Framework
NSA	National Skills Authority
NSB	National Standards Body
NSF	National Skills Fund
QMS	Quality Management System
RPL	Recognition of Prior Learning. A particular type of assessment. It is the acknowledgement of learning that has taken place before, irrespective of whether the learning was acquired formally or informally e.g. through formal education and training at an institution of learning or through on the job training, in-house training, experience etc.
Training Board	Forerunner to a SETA. Established in terms of the (now repealed) Manpower Training Act.

GLOSSARY

Unit standard	A unit standard is a group of registered statements of desired education and training outcomes and their associated assessment criteria. In other words, a description of outcomes (both critical and specific) and related knowledge requirements and how these can be assessed. Unit standards are generated by Standards Generating Bodies (SGBs), checked with National Standards Bodies (NSBs) and then registered on the NQF. They are the "currency" in which learning is traded on the NQF. Each unit standard has a number of credits attached to it. There are no specified minimum or maximum credits which a unit standard should be made up of so the number of credits of unit standards varies significantly.
Verification	A process of ensuring that assessments are credible and legitimate. A person carrying out this part of the assessment system would validate the work of assessors (among others), by ensuring that assessors have conducted assessment in the correct way and that assessments have been checked for consistency. It is a means of ensuring that credit is only awarded for learning against the outcomes that have been specified in the NQF registered unit standards, or qualifications.
WSP	Workplace Skills Plan. WSPs describe what skills are needed, who needs the skills, how they will get the skills and how much it will cost".1 According to the LGSETA, a Workplace Skills Plan is: • A plan developed every year at enterprise level that describes an organisation's training and skills development strategy that will help it to meet its overall objectives and targets; • A key source of information about the sector – in terms of demographics, existing qualifications, and training and development priorities for the forthcoming year; A document that will inform the LGSETA's strategic priorities in the development of its Sector Skills Plan.
Whole qualification	Whole qualifications are non-unit standards based qualifications, for example, a degree at a University.

1

HOW TO
USE THIS HANDBOOK

1.1 OVERVIEW OF THE LOCAL GOVERNMENT SECTOR EDUCATION AND TRAINING AUTHORITY.

Sections of the Handbook

The Handbook is divided into 5 sections, dealing with different aspects of the skills development process.

The different sections of this Handbook are as follows:

- Section 1: Introduction to LGSETA;
- Section 2: The Regulatory Framework;
- Section 3: An Introduction to Skills Development;
- Section 4: Implications of the Good Practice Approach to Skills Development; and
- Section 5: Resources.

Vision:

To be a SETA of excellence, facilitating skills development at local government level across South Africa.

Mission:

Our mission is to build local governments' ability to meet its development needs by engaging innovative training methods, effective capacity building frameworks and building strategic partnerships.

Values:

- Service Excellence
- Passion
- Integrity
- Collaboration
- Engagement
- Empowerment

THE REGULATORY
FRAMEWORK

2

2.1   OVERVIEW

Key pieces of legislation

This section of the handbook will provide a brief outline and overview of the legislation governing skills development in the local government sector.

The overview will cover the following areas:

- Constitutional provisions relating to local government;
- National legislation applicable to local government;
- Skills development legislation; and
- Other applicable national legislation and instruments (Batho Pele and the Human Resource Development Strategy for South Africa).
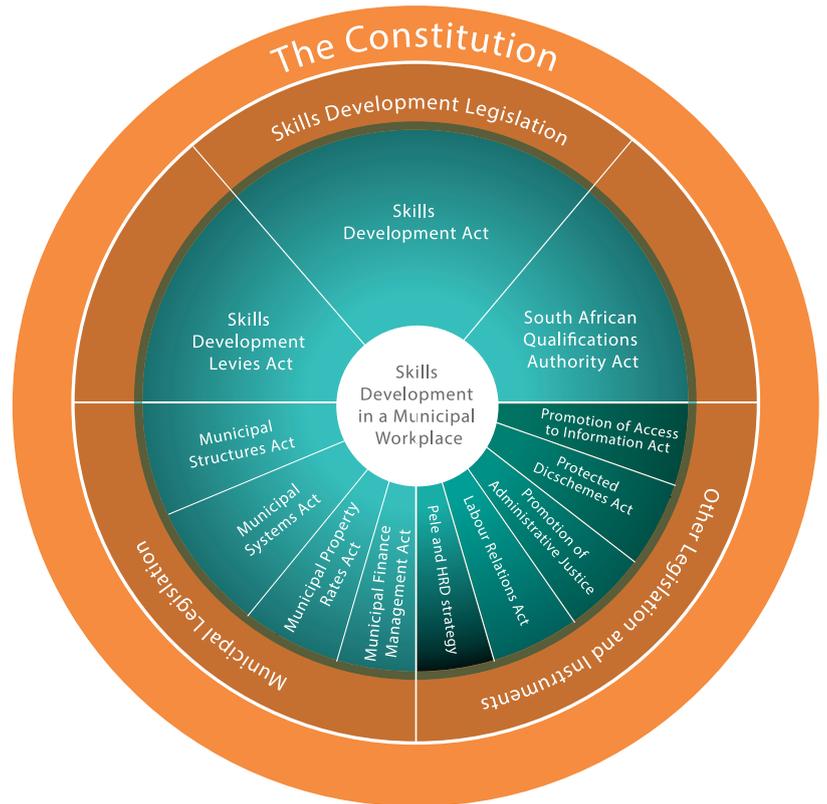
The Constitution

The Constitution sets out the nature, structure, composition and areas of competence of municipalities. It also creates various rights, one of which is the right to "fair labour practices". Part of the interpretation of "fair labour practices" includes fair treatment with regard to the provision of training. This is contained in section 186(2) (a) of the Labour Relations Act.

Local Government Legislation

The **Municipal Structures Act** provides a framework for the establishment of different types of municipalities. It impacts on skills development in municipalities in the sense that skills development within municipalities takes place within the structures defined by the Act.

The **Municipal Systems Act** provides for the core principles, mechanisms and processes that are necessary to enable municipalities to provide access to essential services that are affordable to all. It impacts on skills development in municipalities in the following ways:

- It provides for Integrated Development Planning which in a municipal context should feed into workplace skills planning,
- It provides for performance management in municipalities which will generate skills development needs;
- It provides for human resource development in municipalities which is the context of skills development; and
- It provides for different service delivery mechanisms which may generate skills development needs.

The **Municipal Finance Management Act** introduces provisions for the management of finances in local government institutions. It impacts on skills development in municipalities in that it is a new statute and staff may require training in its provisions and their implementation.

The **Municipal Property Rates Act** is a recent piece of local government legislation which makes provision for valuation of properties, determination and imposition of rates, exemptions, objections and appeals. It impacts on skills development in that staff (particularly in finance and corporate services) may require training in its provisions and their implementation.

Skills Development Legislation

The **Skills Development Act** and regulations provide for a new approach to training and development, which aims to benefit both employers and employees. They impact on skills development in municipalities in that that they set out provisions for:

- Sector skills planning;
- Workplace skills planning;
- Funding of skills development;
- Involvement of trade unions and employee representatives in the skills development process;
- Learnerships;
- Skills programmes; and
- Reporting on skills development implementation.

The **Skills Development Levies Act** provides for the levy payment system to fund skills development and increase employer investment in skills development. It impacts on skills development in municipalities in that they are required to pay 1% of monthly remuneration in the form of a levy and may claim back a percentage of this amount in the form of a grant. Municipalities may be granted exemption from the payment of the levy under very specific circumstances (Section 4(e)). Exclusion from payment of the levy will be on the basis of a certificate of exemption gazetted by the Minister of Higher Education and Training in consultation with the Ministers of Finance and Provincial and Local Government.

The **South African Qualifications Authority Act** provides a national system for recognition of learning against set standards and the assurance of the quality of training against these standards. It impacts on skills development in municipalities in that it creates the mechanisms for municipalities to:

- Identify the standards of learning required in municipalities;
- Participate in the standards-generation process;
- Identify the standards against which employee competence should be measured;
- Ensure that training providers are accredited; and
- Ensure that assessors are registered.

NQF Act 2008

National Qualification Framework, which locates all education and training interventions (nationally recognised courses, programmes, etc.) on a grid. The grid consists of a range of "levels" with each level representing the degree of complexity and difficulty of the education and training intervention. These nationally recognised courses that are placed on the NQF are integrated and they include "formal education" and "vocational training". The NQF also provides for the formalisation of previously non-formal learning programmes, by requiring that they meet certain design and quality specifications.

When these nationally recognised training programmes are designed, industry is consulted and the outcomes (and outputs) required at the end of the training programme are written in a modular format. These "modules" are called "unit standards" and each unit standard is then allocated a level on the NQF. The main aim of this system is to encourage the provision of all education and training in line with this framework to ensure quality and consistency. This consistency will give learners greater mobility and national recognition. In addition, employers will be able to verify the quality of people they train and employ.

The other significant factor in this new system is the matter of "competence" which focuses on what a person understands and can do, rather than how they acquired their skills and/or knowledge. This means that learning achievements acquired in both formal (college, university of technology or university) and non-formal learning (in the workplace, practice, etc.) environments are recognised. It is anticipated that this wide recognition will facilitate further learning, improved career pathing and labour market mobility. In addition, the Act requires that all formal providers of training programmes, specifically National Qualifications, implement quality assurance measures to improve the quality of learning provision.

Other Legislation and Instruments

The **Labour Relations Act** gives effect to constitutional rights in the labour relations area and provides for freedom of association, union recognition, collective bargaining, industrial action, worker participation, fair labour practices and dispute resolution. It impacts on skills development in municipalities in that it provides a process for unions to be recognised for consultation purposes under the Skills Development Act, it provides for negotiation over matters of mutual interest (of which training could be one) and it provides for unfair labour practices which include unfair treatment with regard to the provision of training.

The **Promotion of Administrative Justice Act** gives legislative effect to the constitutional right to just administrative action. It impacts on skills development in municipalities in that all decisions taken by the municipality (including those regarding skills development), may be scrutinised in terms of the Act.

The **Promotion of Access to Information Act** gives effect to the constitutional right to access to information. It impacts on skills development in municipalities in that they are required to publish a handbook containing records and setting out procedures for the access of records and the development and implementation of the manual may generate skills development needs.

The **Protected Disclosures Act** is designed to empower, enable and encourage employees and others to disclose information regarding unlawful or irregular behaviour in the workplace. It impacts on skills development in municipalities in that in order for its objectives to be achieved, employees need to be aware of its provisions.

Batho Pele is a customer relationship management policy which attempts to make public service delivery more people-oriented and focuses on increasing the efficiency of government departments. The skills development implications of Batho Pele are two-fold:

- Public servants may need training in order to be more efficient; and
- Public servants may need training in the Batho Pele principles and approach.

The **Human Resource Development Strategy for South Africa** published by the Department of Higher Education and Training has two roles to play; firstly, to ensure that all parts of the state work together in a co-ordinated way deliver opportunities for human development, and secondly, to ensure that those who have suffered discrimination in the past are given first place in terms of national priorities. The strategy sets out five strategic objectives and twenty-two indicators in terms of which these objectives will be measured. The strategic objectives are:

- Improving the foundations for human development;
- Improving the supply of high quality skills;
- Increasing employer participation in lifelong learning;
- Supporting employment growth through industrial policies, innovation, research and development; and
- Ensuring that the four strategic objectives are linked.

Skills development in the workplace is directly linked to the achievement of objectives three and four.

3. AN INTRODUCTION TO SKILLS DEVELOPMENT

3.1 WHAT IS SKILLS DEVELOPMENT AT AN INSTITUTIONAL LEVEL?

Principles of Skills Development

"Skills development" refers to the process of acquiring skills and is a term widely used in the new legislation promoting skills development (i.e. the Skills Development Act, the Skills Development Levies Act and the South African Qualifications Authority Act). It reflects a conceptual shift from education and training towards **learning**. Learning places emphasis on the learner as the 'champion' of his /her own development and overcomes the artificial barrier between formal, institutional based education and practical, workplace based, training. The principles of the new skills development environment are captured in the skills development legislation covered in the previous section.

Skills Development at Institutional Level

Skills development at an institutional level refers to the policies, procedures and practices involved in facilitating the acquisition of skills in the workplace in a planned and strategic way. In the municipal workplace this involves:

- Paying the skills development levy to SARS;
- Appointing of a Skills Development Facilitator (SDF);
- Forming a Training Committee;
- Conducting a skills audit;
- Identifying skills needs;
- Developing a Workplace Skills Plan (WSP);
- Implementing planned training;
- Monitoring and evaluating planned training; and
- Completing regular Implementation Reports (IR).

3.2 WHY THE EMPHASIS ON SKILLS DEVELOPMENT?

Problems with skills development in the past

The system of skills development facilitated previously under the Manpower Training Act suffered from a range of problems which can be grouped into the following categories:

- **Lack of a coherent and systematic approach to skills development**. For example: there was no overall strategy for the upgrading of skills of the South African workforce as a whole, training was not often linked to the business objectives of an organisation or the needs of the sector or economy, access to training was limited on the grounds of race and gender and most training focused on people in employment and very little attention was given to training work-seekers or school leavers for employment.
- **Lack of investment in education and training in the workplace**. Although some organisations invested in training, South Africa's international competitiveness was hampered by low levels of investment in training in many areas.
- **Lack of formal structures and institutions to monitor training quality and measure competence**. For example the quality of training provision was not systematically monitored to eliminate "fly-by-night" training providers and training providers were often both "player and referee" in that they provided training and evaluated its quality.

Potential advantages of skills development

Skills development which is linked to organisational objectives can only support and enhance the viability and competitiveness of an organisation. In the municipal context, where service delivery rather than competitiveness is a priority, effective skills development will promote efficient service delivery. Employees will be more motivated and committed, relationships with organised labour may improve, retention of staff will be advanced and employment equity will be

enhanced. In addition, municipalities may recover 60% of their skills development levy if they plan and implement training in the prescribed manner and may receive further funding for training if it reflects sector priorities and discretionary grants are allocated by the LGSETA.

3.3 HOW DOES SKILLS DEVELOPMENT FIT INTO OTHER INSTITUTIONAL STRATEGIES?

Training is not a stand-alone activity

One of the problems with training in the past is that it was seen purely as the responsibility of the HR department in any organisation. As we will see when we look at planning for skills development, it is vital that managers and employees are centrally involved in the planning process. This means that line managers and supervisors need to start seeing training as their responsibility too.

Planning

On the most basic level, managers and supervisors need to incorporate training planning into their business planning and budgeting cycle. This is covered in more detail in Section 4 of this handbook.

Performance Management

The other key link for managers and supervisors is into the Performance Management process. We know that performance management of both the institution as a whole and of individuals is a key part of the new local government dispensation in South Africa, and many managers and supervisors are grappling with this. Skills development initiatives can be closely linked into the performance management process.

Employment Equity

There should be a very close correlation between your employment equity and skills development processes – municipalities should be looking for opportunities to meet their employment equity targets through developing staff from within the organisation. This will mainly be done through training interventions.

The COGTA's capacity-building strategy

COGTA is committed to assisting local government organisations to improve their capacity. They have developed a national strategy which integrates skills development into all other municipal processes.

3.4 WHAT ARE THE INSTITUTIONS AND STAKEHOLDERS INVOLVED IN SKILLS DEVELOPMENT?

Institutions created in terms of the Skills Development Act

The **National Skills Authority (NSA)** is a multi-stakeholder body. Its functions are:

- To promote skills development in the country;
- To advise the minister on various aspects relating to skills development including polices, strategies and guidelines for implementation and allocation of money from the National Skills Fund;
- To liaise with SETAs;
- To report to the Minister on the implementation of the National Skills Strategy; and
- To conduct investigations on any matters arising out of the application of the Skills Development Act.

The National Skills Fund is a fund created to provide financial resources to fund national skills priorities. The fund receives 20% of grants paid by employers and disburses money to employers via SETAs for training related to national skills priorities.

National Development Plan

The central challenges and priority areas of the National Development Plan – Vision for 2030 (NDP) closely mirror the 7 Key Developmental and Transformational Imperatives of NSDS III, and some are also directly linked to NSDS Goals, in particular:

- Too few people work;
- Standard of education of most Black learners is poor;
- Spatial patterns exclude the poor from fruits of development;
- Public services are uneven and often of poor quality; and
- South Africa remains a divided society.

The NDP places emphasis on the fact that "too few people work" and "the poor quality of education", as failure by South Africa to increase employment through quality education would signal almost certain failure for the country. Once again, this is closely linked to the new role of SETAs in NSDS III, of creating employment opportunities through enhancing the skills of the workforce, both employed and unemployed.

The NDP also highlights the importance of improving Social Benefits for all South Africans. This is closely linked to the social benefits contemplated in the Decent Work Agenda of the International Labour Organisation and more specifically South Africa's Decent Work Country Programme.

The four priorities of the South Africa's Decent Work Country Programme are:

Priority 1 is to strengthen labour market governance and its 3 outcomes are (a) ratification and application of international labour standards (b) tri-partism and strengthened labour market governance contribute to both effective and sound industrial relations and social dialogue (c) labour administration institutions apply the latest labour legislation and services.

Priority 2 is to promote employment and its 3 outcomes are (a) more women and men have access to productive and decent jobs through inclusive job-rich growth (b) skills development increases the employability of workers and inclusiveness of growth (c) sustainable and competitive enterprises create productive and decent jobs.

Priority 3 is to strengthen and extend social protection coverage and its 2 outcomes are (a) more people have access to better managed and more gender equitable social security benefits (b) both enterprises and workers benefit from improved health and safety conditions at work.

Priority 4 is to strengthen workplace responses to the HIV and AIDS epidemic and its single outcome is to ensure effective policies and programmes are in place to address the epidemic. The capacity of government and its social partners to monitor and evaluate HIV and AIDS workplace programmes will also be increased.

National Skills Accord

The National Skills Accord was signed on 13 July 2011 by the Minister of Higher Education and Training and representatives from Organised Business, Organised Labour and Communities. The overarching aim of the accord is to form a partnership with the above mentioned parties to identify common areas in training and skills development that could be committed to and implemented in order to achieve the broad goals of the New Grow Path.

- **Commitment 1 –** to expand the level of training using existing facilities more fully;
- **Commitment 2 –** to make internships and placement opportunities available within workplaces;
- **Commitment 3 –** to set guidelines of ratios of Trainees to Artisans, as well as across technical vocations, in order to improve the level of training;
- **Commitment 4 –** to improve the funding of training and the use of funds available for training and incentives on companies to train;
- **Commitment 5 –** to set annual targets for training in state-owned enterprises;
- **Commitment 6 –** to improve SETA governance and financial management as well as stakeholder involvement;
- **Commitment 7 –** to align training to the New Growth

Path and improve Sector Skills Plans; and

- **Commitment 8 –** to improve the role and performance of TVET Colleges.

SETAs

Sector Education and Training Authorities (SETAs) have been established in 21 (previously 25) economic sectors in South Africa, in terms of the requirements of the Skills Development Act. They have replaced the old Industry Training Boards, and, in fact, perform quite different functions from ITBs.

SETAs are required to:

- Develop Sector Skills Plans, which provide information about current skills availability within particular sectors, and identify the future skills needs of those sectors;
- Identify, design, register and market Learnerships;
- Register as Education and Training Quality Assurance bodies (ETQAs) with SAQA, and quality assure unit standards, qualifications and the provision of training in general in the sector;

- Disburse levy-grants; and
- Provide information about the sector to employment services.

The LGSETA

The Local Government SETA was established in terms of the Skills Development Act (1998) on 20 March 2002. The objective of the LGSETA:

To establish the LGSETA as central to the success of enhanced skills development strategies and the development of local government into efficient, frontline development agencies integrating the activities of all spheres of government for the overall social and economic upliftment of communities.

The structure of the LGSETA is described below:
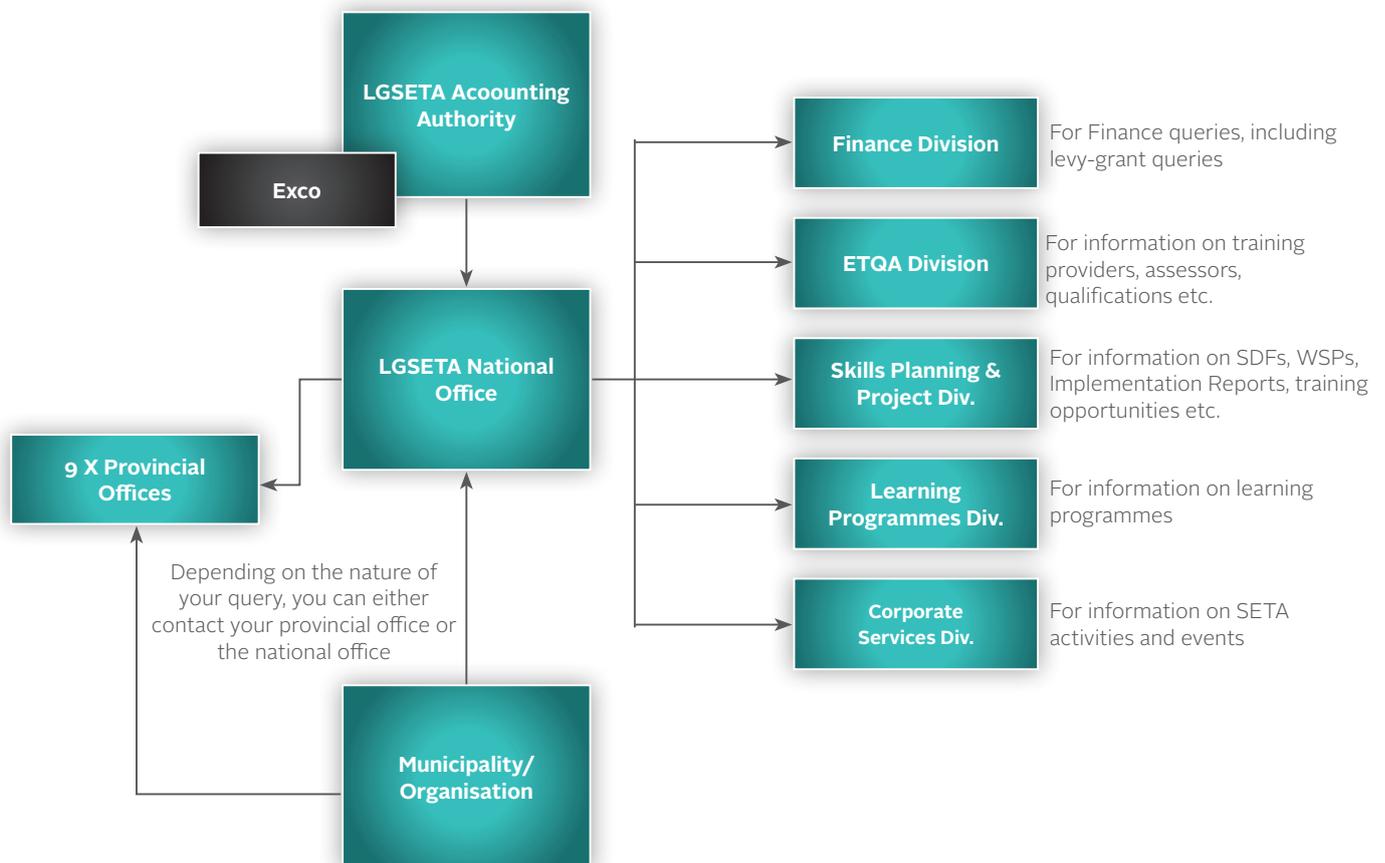
Institutions created in terms of the SAQA Act

South African Qualifications Authority (SAQA) is a multi-stakeholder body. Its functions are:

- To oversee the development of the NQF;
- To formulate and publish policies and criteria for the establishment of National Standards Bodies, Standards Generating Bodies and Education and Training Quality Assurers;
- To oversee the implementation of the NQF; and
- To advise the Minister of Education on matters affecting the registration of standards and qualifications.

National Standards Bodies (NSB's) – are multi-stakeholder bodies set up in each one of the 12 identified fields of organising/learning. The NSB for each organising field is responsible for:

- Confirming the classification of knowledge in a particular organising field;
- Overseeing the writing of unit standards including the review of standards and setting of moderation requirements; and
- Proposing and/or specifying the rules of combinations for qualifications.

The **National Qualifications Framework** is a 10 level qualifications framework divided into three bands; Levels 1 to 4 equate to high school grades 9 to 12 or vocational training, 5 to 7 are college diplomas and technical qualifications, 7 to 10 are university degrees-which aims to create an integrated national framework for learning achievements.

NQF Level	Band	Type of Qualifications and Certificates		Qualifications/Credits which could be placed here
10	Higher Education and Training	Doctorates and Further Research Degrees		PHD in Town and Regional Planning
9		Master's degree		MBA
8		Honours degree		
7		Bachelor's degree and Advanced Diplomas		BTech degree
6		Diploma and Advanced certificates		
5		Higher Certificates and Advanced National (vocational) Certificates		National Certificate in sanitation co-ordination
	Further Education and Training Certificate			
4	Further Education and Training	Grade 12/ National Senior Certificate and National (vocational) Certificate Level 4		N3 Electrical Engineering Grade 12 certificate (matric) Further education and training certificate in water purification processes NQF4
3		Grade 11 National (vocational) certificate		National Certificate in waste water reticulation services NQF3
2		Grade 10 National (vocational) certificate		National Certificate in waste water reticulation services NQF2
	General Education and Training Certificate			
1	General Education and Training	Grade 9 Senior Phase	AET Level 4	AET Level 4 certificate
		Intermediate Phase	AET Level 3	
		Foundation Phase	AET Level 2	
		Pre-school	AET Level 1	

Standards Generating Bodies (SGB's) – are multi-stakeholder bodies established in sub-fields determined by NSB's. The functions of the SGB's are:

- To generate unit standards and qualifications in accordance with SAQA requirements in identified sub-fields and levels;
- To update and review unit standards; and
- To recommend units standards and qualifications to the NSB's.

Education and Training Quality Assurers (ETQA's) – are bodies which form part of the SETAs but which are accredited by SAQA to perform the following functions:
- Accredit training providers for specific standards and qualifications;
- Promote quality and monitor provision amongst training providers;
- Evaluate assessment and facilitate moderation amongst training providers;
- Register assessors for standards and/or qualifications;
- Certify learners; and
- Recommend units standards and qualifications for amendments to existing standards and qualifications to the NSBs.

Quality Council for Trades and Occupations (QCTO)

The Quality Council for Trades and Occupations (QCTO) is a Quality Council established in terms of the Skills Development Act. Its role is to oversee the design, implementation, assessment and certification of occupational qualifications on the Occupational Qualifications Sub-Framework (OQSF).

3.5 HOW DO ORGANISATIONS RECOVER THEIR SKILLS DEVELOPMENT LEVY?

The levy-grant system

The levy-grant system refers to the process in terms of which municipalities pay 1% of their pay-roll to SARS in the form of a skills development levy and may claim back up to 20% of the levy from the LGSETA in the form of mandatory grants and additional discretionary grants.
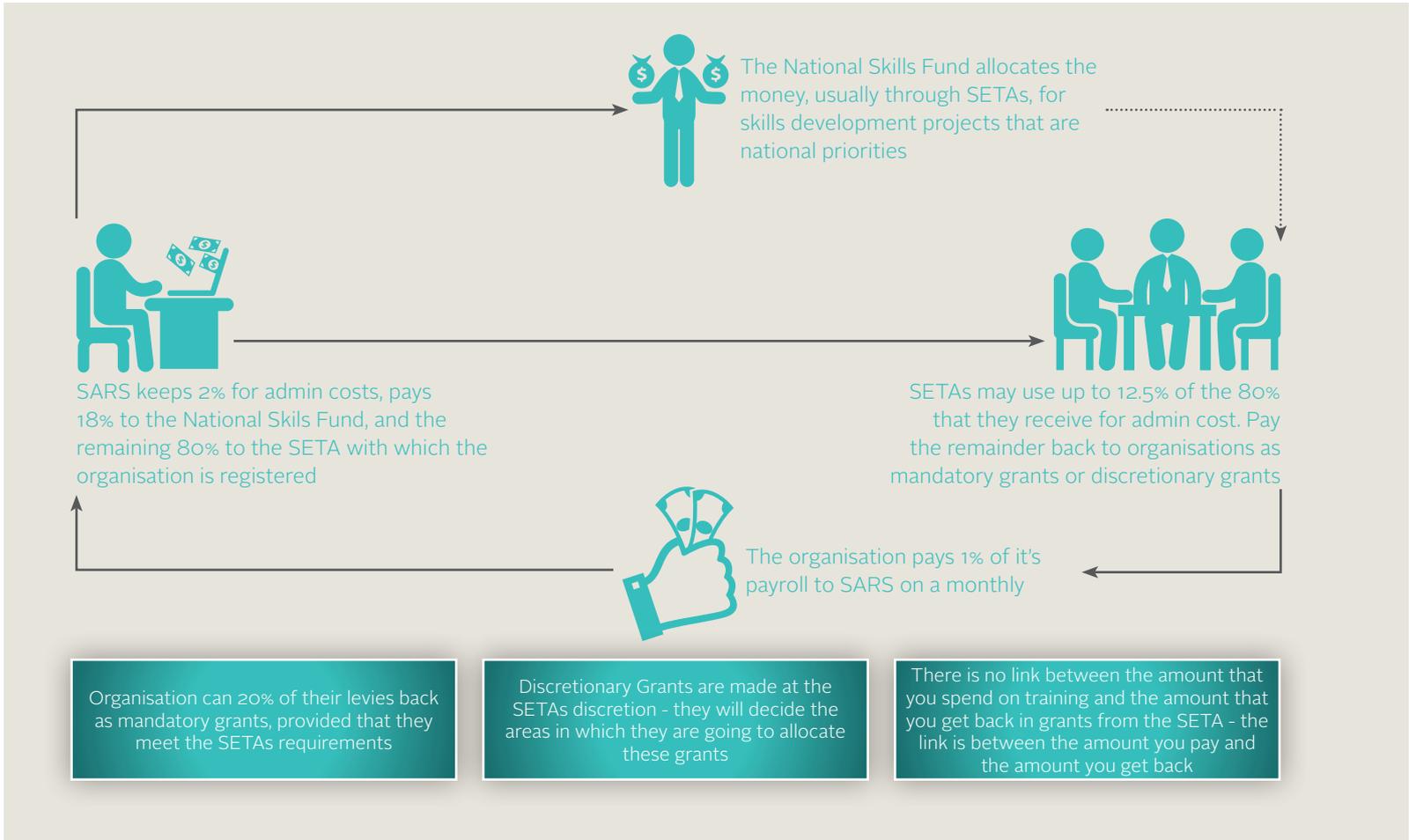

Mandatory and discretionary grants

A **mandatory grant** is payable by the LGSETA to the municipality when:

- An organisation submits a Workplace Skills Plan, which meets the evaluation criteria, and is presented in the required format, containing all the required information and by the given deadline. Simultaneously, submits an Implementation Report, which meets the evaluation criteria, and is presented in the required format, containing all the required information and by the given deadline.

In addition, municipalities may apply in the manner prescribed by the LGSETA for discretionary grants for training, which is seen as critical to the sector. 20% of the levy is allocated to discretionary grants but municipalities may receive in excess of this depending on the criteria used by the LGSETA in assessing and allocating discretionary grants (i.e. the amount of the discretionary grant is not linked to a fixed percentage of the levy (as in the case of the mandatory grants). Note that **Discretionary Grants** are paid out at the LGSETA's **discretion**, and against pre-determined criteria set out by LGSETA stakeholders. Contact the LGSETA before you embark on any skills development intervention for which you think you might want to apply for a discretionary grant, to check whether you are eligible for such a grant.

The National Skills Fund allocates the money, usually through SETAs, for skills development projects that are national priorities

SARS keeps 2% for admin costs, pays 18% to the National Skils Fund, and the remaining 80% to the SETA with which the organisation is registered

SETAs may use up to 12.5% of the 80% that they receive for admin cost. Pay the remainder back to organisations as mandatory grants or discretionary grants

The organisation pays 1% of it's payroll to SARS on a monthly

Organisation can 20% of their levies back as mandatory grants, provided that they meet the SETAs requirements

Discretionary Grants are made at the SETAs discretion - they will decide the areas in which they are going to allocate these grants

There is no link between the amount that you spend on training and the amount that you get back in grants from the SETA - the link is between the amount you pay and the amount you get back

IMPLICATIONS OF THE GOOD PRACTICE APPROACH TO SKILLS DEVELOPMENT

4.1 WHAT IS A 'GOOD PRACTICE APPROACH'?

A systematic approach

The skills development legislation is based on the premise that enterprises need to be encouraged to implement a good practice approach to education and training in the workplace if the objectives of the legislation are to be met.

Effective workplace training and development consists of the following principles that are combined into a systematic organisational training cycle:

Building Commitment

Planning

Implementation

Reporting & Evaluating
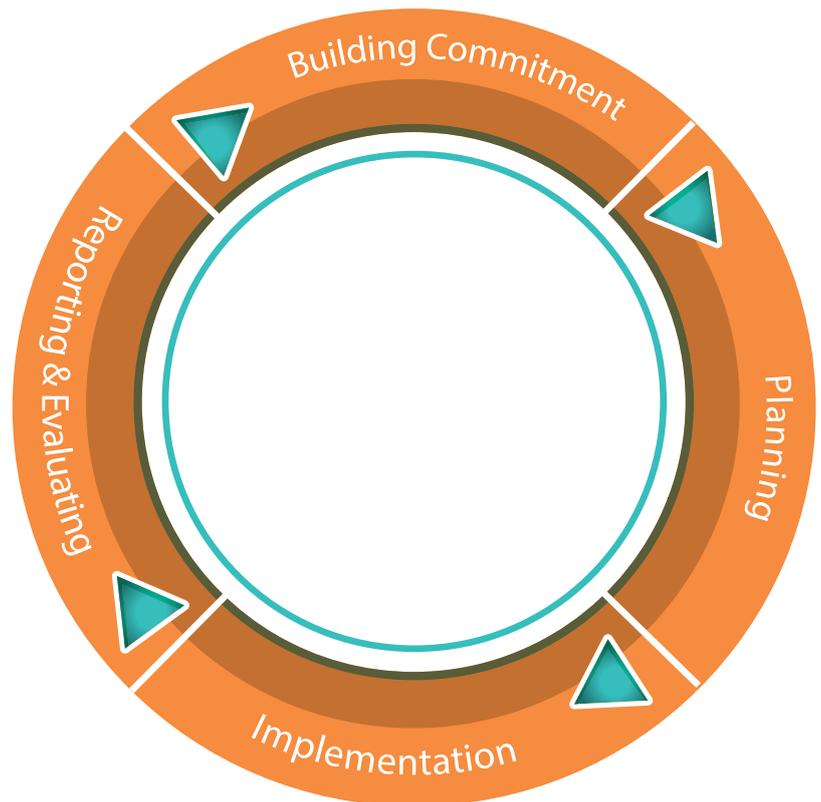
This training cycle needs to be introduced at a level of complexity that fits the current training practices of the organisation. The implementation activities under each of the principles, as well as the inter-relationship between these activities, can become more sophisticated over time.

Customising the approach for the sector

We are going to be using this model throughout the rest of this Handbook, to guide our approach to Skills Development within the local government sector. We will consider each stage of the cycle in turn, identifying the core legislative and LGSETA requirements at each stage as well as the role, responsibilities and potential problems facing the following key stakeholders at each stage:

• Training committees;
• Senior managers and executives; and
• Skills development facilitators.

4.2 BUILDING COMMITMENT

Getting everyone involved

The purpose of the commitment stage of the good practice approach is to secure the commitment of senior managers and employees to training and development in the workplace. Historically skills development was the sole responsibility of the training and development department – in most cases, managers simply identified what training they thought their employees wanted, and then sent through a request to the Training and Development function for this training to be sourced and implemented.

We now acknowledge that understanding and implementing an approach to skills development that is closely aligned to an organisation's business or strategic objectives is critical to the success both of the skills development legislation and the organisation! This means that line managers need to know exactly what the skills needs arising out of their department's objectives are. Managers need to monitor the process of acquiring those skills and they need to be able to evaluate the impact of the new skills on their department's performance.

Legal and LGSETA requirements at this stage:

In terms of the Regulations to the Skills Development Act, every organisation with more than 50 employees must establish an in-company forum for consultation with regard to skills development (a Training Committee). The Regulations also stipulate that an existing management-union joint committee should fulfil this function where such exists. The Regulations do not prescribe any other features of the committee and various options therefore exist with regard to its composition. For example, you may want to have a joint Employment Equity/Skills Development Committee, or you may want to make the Training Committee a sub-committee of your Local Labour Forum.

Establishing a Training Committee

Ideally, your Committee should consist of the following people:

- Skills Development Facilitator;
- Municipal Manager, or another very senior 'operations' manager (e.g. Financial Manager/Director);
- HR Manager/Director;
- Representatives of trade unions active in the municipality; and
- The Councillor responsible for HR matters at your municipality.

Depending on the size of the municipality, you should probably look at having between 6 and 10 people on the Committee. All of these people need to have a genuine interest in skills development, and should want to participate in skills development processes. You should also make sure that the Committee is representative of the demographics of your organisation, in terms of race, gender and people with disabilities.

At a minimum, the Training Committee should:

- Be consulted on the appointment of the SDF;
- Participate in determining the organisation's skills development vision, goals, objectives and strategy;
- Confirm skills development priorities in the identification of skills development needs;
- Assist with the identification of information required to prepare the WSP;
- Advise and assist the organisation to improve skills development and its contribution to individual and organisational success;
- Provide input on Implementation Reports;
- Promote awareness of training opportunities; and
- Act as a channel of communication for all staff on skills development.

Appointing a Skills Development Facilitator

In terms of the Regulations to the Skills Development Act, every organisation must appoint a Skills Development Facilitator (SDF). SDFs are responsible for the following functions:

- Assisting the organisation with the development of a Workplace Skills Plan;
- Submitting the WSP to the SETA;
- Advising the organisation on the implementation of the WSP;
- Assisting the organisation with the development of the Implementation Report;
- Advising the organisation on quality assurance requirements for training and development; and
- Serving as the contact person between the organisation and the SETA.

Skills Development Facilitators need to have a very thorough understanding of skills development and of the local government context in South Africa. Most SDFs come from the Human Resources or Training Functions of Municipalities – this is absolutely fine, although that person should be at a senior enough level within the organisation to enable him/her to engage with senior management and trade unions around matters relating to skills development.

In the local government sector, most SDFs have other titles – they are Human Resource Development Managers, or Training Officers, or something of that nature. They then simply have the responsibilities of a Skills Development Facilitator added to their existing roles. This is fine, although the LGSETA is encouraging municipalities to appoint full-time SDFs. These SDFs can obviously be internal appointments, and may perform many of the functions that an HRD or Training Manager might have done anyway, but by calling that person a Skills Development Facilitator, you are putting the concept at the forefront of people's minds. In addition, if that position is senior enough, you are giving them the necessary authority to engage with different stakeholders in a meaningful way.

Some municipalities have engaged consultants to act as SDFs for their organisation. The LGSETA recommends that you always appoint an internal person as the registered SDF, and that you draw on consultants only as and when you need them, for assistance in specific areas.

Consulting the Training Committee

The Regulations to the Skills Development Act require that the Training Committee be consulted over the appointment of the SDF. In addition, the regulations refer to the purpose of the Training Committee being "...for consultation with regard to skills development" which implies consultation on a broad range of issues related to skills development.

The notion of 'consultation' is a difficult one on South African Labour Law, as it is a term that is used widely, but never explicitly defined. Consultation differs from negotiation – in a negotiation, decisions are made when there is agreement between the parties, whereas in a consultation, the consulting parties must attempt to reach consensus. Where there has been a genuine attempt to reach consensus but no agreement has be reached, management make a decision.

What constitutes adequate consultation can be a much contested issue and different approaches may be adopted to dealing with disputes about consultation. For example, one of the other SETAs utilises an independent panel of arbitrators to assist the SETA to make decisions on whether or not sufficient consultation has taken place on the development of the WSP and the appointment of the SDF. The SETA has developed the following criteria for use by their arbitrators when making this decision. You can use it to make sure that you are consulting properly:

- Were all relevant parties consulted?
- What was the reason given by a party for not signing the consultation form?
- How many meetings were held?
- How long did the consultation process take?
- What information was disclosed?
- Were all parties able to express their views fully?
- Were legitimate complaints dealt with fairly?
- Were parties given sufficient opportunity to caucus, give feedback and get mandates during the consultation process?
- Were any written agreements concluded?
- Were any verbal agreements concluded?

- If a dispute was declared, has it been resolved?
- If a declared dispute has not been resolved, what are the prospects that a finding could go against the employer?
- On balance, did the employer conduct the consultations in good faith to the point of impasse?

Responsibilities of the Training Committee at this stage

Once established, the Training Committee will be involved in the following activities at this stage:

- Giving input on the nomination of a Skills Development Facilitator;
- Giving input on all skills development activities;
- Communicating the principles of the new skills development environment to constituents; and
- Reporting back to constituents about activities of the Training Committee,

Giving input on the links between the company's skills development strategy and the company's employment equity strategy.

Other activities involved at this stage

The responsibilities of Senior Managers and Executives at this stage in the process include:

- Registering with the LGSETA;
- Paying the levy to SARS;
- Establishing a Training Committee;
- Consulting the Training Committee on the appointment of the Skills Development Facilitator;
- Submitting the name of the Skills Development Facilitator to the LGSETA;
- Aligning learning with the organisation's desired outcomes/ objectives;
- Creating a learning culture;
- Creating an environment which enables the Skills

Development Facilitator and the Training Committee to make a meaningful contribution to skills development e.g. giving reasonable time off for skills development activities; and
- Actively establishing and confirming links between the organisation's skills development strategy and its employment equity strategy.

Once appointed, the SDF will be involved in the following activities at this stage:

- Facilitating the activities of the Training Committee;
- Actively engaging management and the Training Committee on skills development activities;
- Championing the new skills development environment; and
- Assisting management and the training committee to make links between the organisation's skills development strategy and it's employment equity strategy.

Potential problems Checklist

- Is the organisation registered with the LGSETA?
- Is the skills development levy being paid?
- Has the training committee been established?
- Was the training committee consulted on the appointment of the SDF?
- Has the LGSETA been notified of the name of the SDF?
- Does the SDF have the full endorsement and support of senior management?
- Does senior management create the time and space for the SDF and training committee to carry out their responsibilities?
- Is senior management thinking about learning objectives, which are related to organisational objectives?
- Is senior management starting to make the link between employment equity and skills development?
- Is a learning culture beginning to be established in the organisation?

4.3 PLANNING

Linking planning cycles

Proper planning is key to any effective skills development strategy. The planning that we are required to do in terms of the new approach to skills development directly links our skills planning process into the overall business planning process of any enterprise.

Let's look at a typical annual municipal planning cycle:
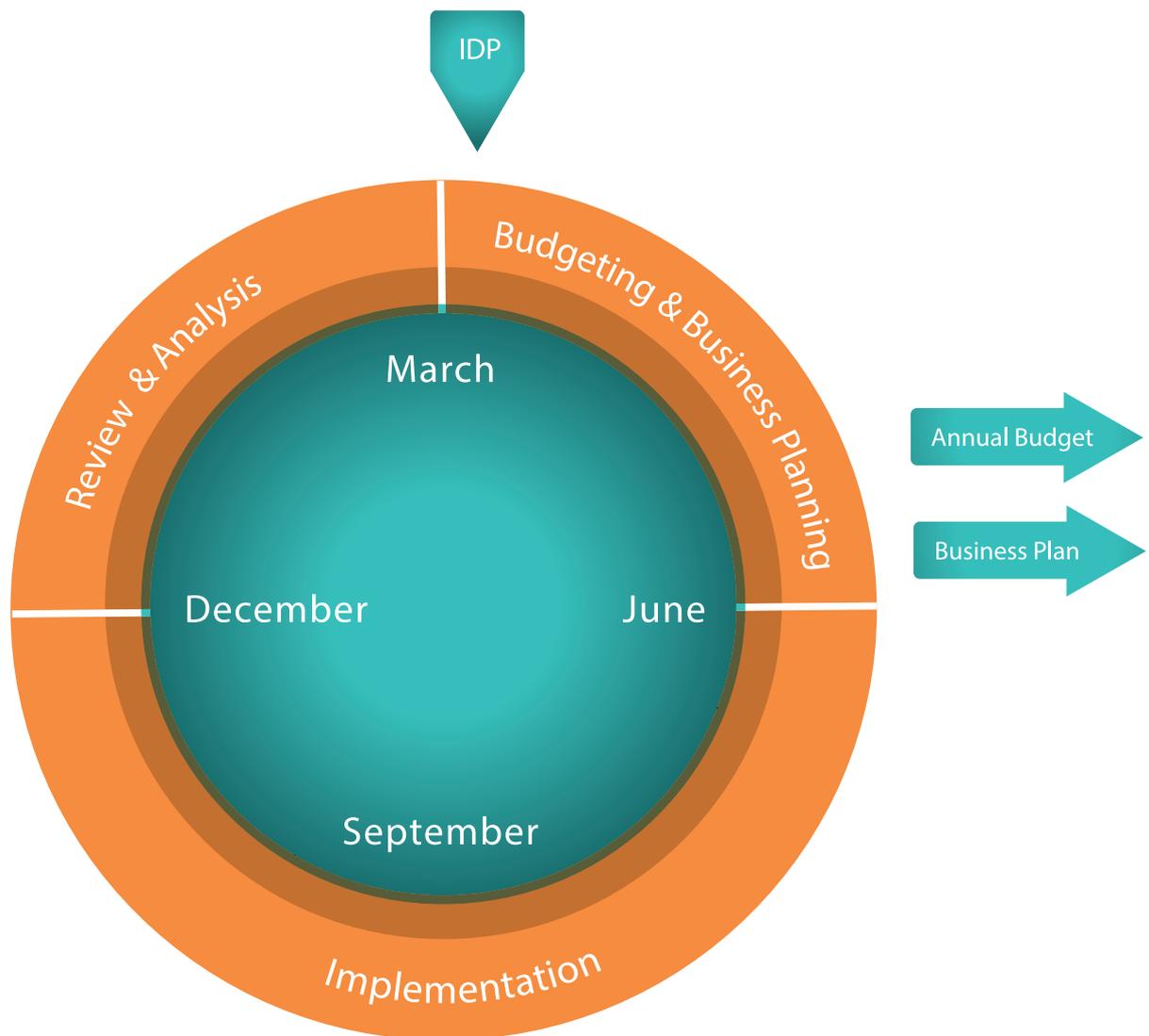
The role of the IDP

The Municipal Systems Act (Act No 32 of 2000) introduces the concept of an Integrated Development Plan.

"Integrated development planning is the process through which municipalities prepare a strategic plan for a five year period. The Integrated Development Plan (IDP) is a product of the integrated development planning process. The IDP is [the] principal strategic planning instrument that guides and informs all planning, budgeting, management and decision-making in a municipality."

Why are IDPs important?

Preparing an IDP is a legal requirement in terms of the Municipal Systems Act (MSA), however that is not the only reason why municipalities must prepare the plans. Under the new Constitution, municipalities have been awarded major developmental responsibilities to ensure that the quality of life for its citizens is improved. The new role for local government includes provision of basic services, creation of jobs, promoting democracy and accountability and eradication of poverty. Preparing and implementing the IDP therefore enables the municipality to be able to manage the process of fulfilling its developmental responsibilities.

Through the IDP, the municipality is informed about the problems affecting its municipal area and, being guided by information on available resources, the municipality is able to develop and implement appropriate strategies and projects to address the problems.

Here is why every municipality should have an IDP:

- It helps to make more effective use of scarce resources by:
  - focusing on identified and prioritised local needs taking into consideration local resources;
  - searching for more cost-effective solutions; and
  - addressing causes, rather than just allocating capital expenditure for dealing with symptoms.

- It helps to speed up delivery by:
  - providing a tool which guides where investment should occur;
  - getting the buy-in of all relevant role-players for implementation;
  - providing deadlock breaking decision-mechanisms; and
  - arriving at realistic project proposals taking into consideration limited resources.

- It helps to attract additional funds:
  - Where there is a clear municipal development plan, private investors and sector departments are willing and confident to invest their money because the IDP is an indication that the municipality has a development direction.

- It helps to strengthen democracy and hence institutional transformation because decisions are made in a democratic and transparent manner, rather than by a few influential individuals.

- It helps to overcome apartheid legacy at local level by:
  - promoting integration of rural and urban areas, different socio-economic groups, places where people live and work etc.; and
  - facilitating redistribution of resources through a consultative process.

- It promotes intergovernmental coordination by facilitating a system of communication and coordination between local, provincial and national spheres of government."

Skills Planning

As we have said, the skills planning process needs to be locked into the business planning and budgeting cycle:
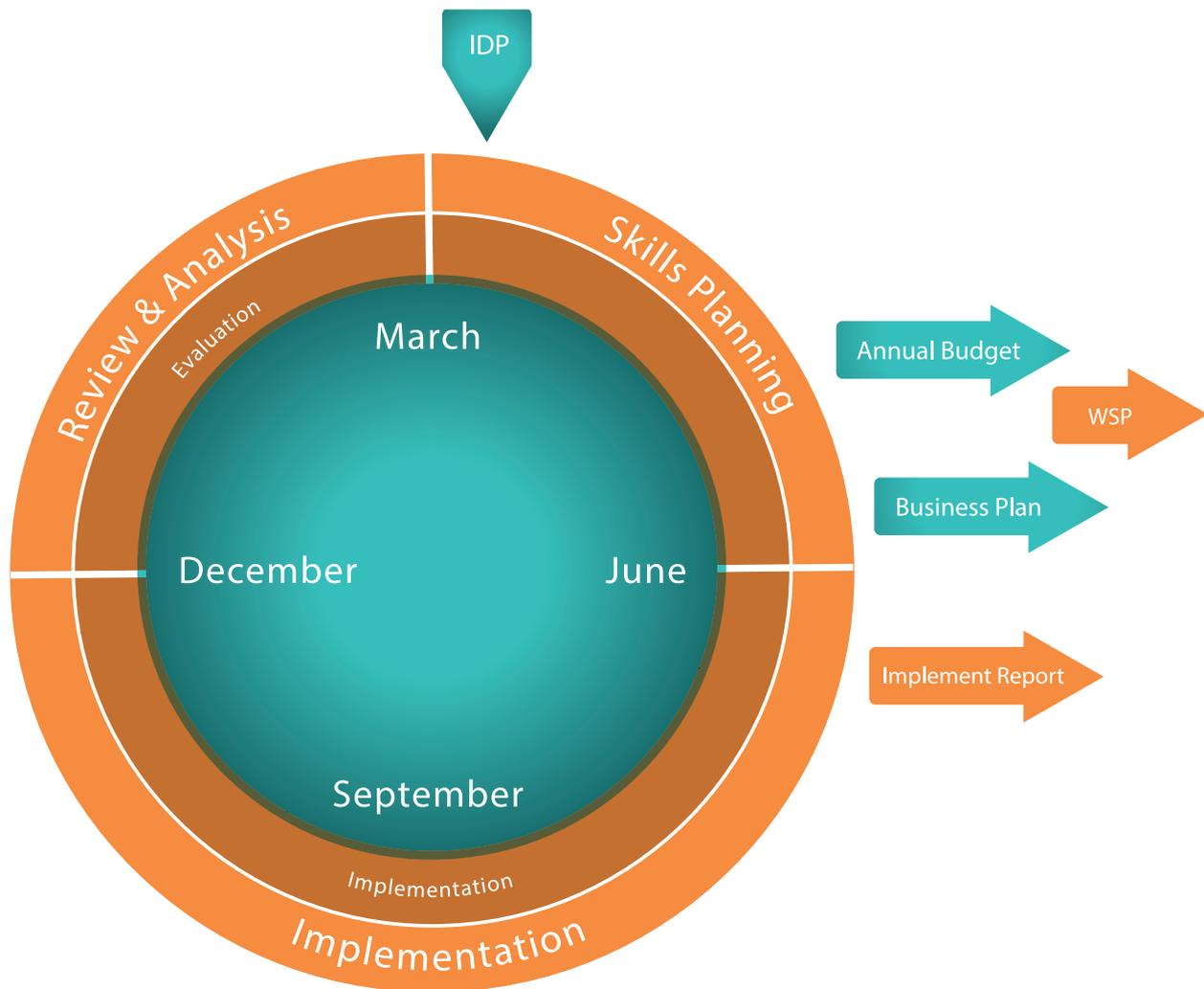
Linkages throughout

If your annual business plan is driven by your IDP, then your Workplace Skills Plan needs to be driven by your annual business objectives – you need to be asking "Who needs training in what in order to achieve these objectives?"

Legal and LGSETA requirements at this stage

A resolution of the South African Local Government Association (SALGA) requires all municipalities to conduct a skills audit. A skills audit is essentially a formal assessment of individual competence against organisational and job requirements. The information obtained in the skills audit is used to complete a Workplace Skills Plans (WSP). WSP's are to be submitted to the LGSETA in the required format by the prescribed date.

Workplace Skills Plan (WSP) and PIVOTAL Training

A Workplace Skills Plan, including the Planned PIVOTAL Training (PPT) is a document that outlines the planned training and development for an organisation for a certain period.

The purpose of the WSP, including the PPT is to make provision for:

- Training and development that meets the needs of the business;
- Training and development that grows and develops employees;
- Training and development that assists the company to achieve any employment equity targets it may have established; and
- The company to access any available grants due for training planned (WSP & PPT) and subsequently implemented (Annual Training Report & Pivotal Training Report).
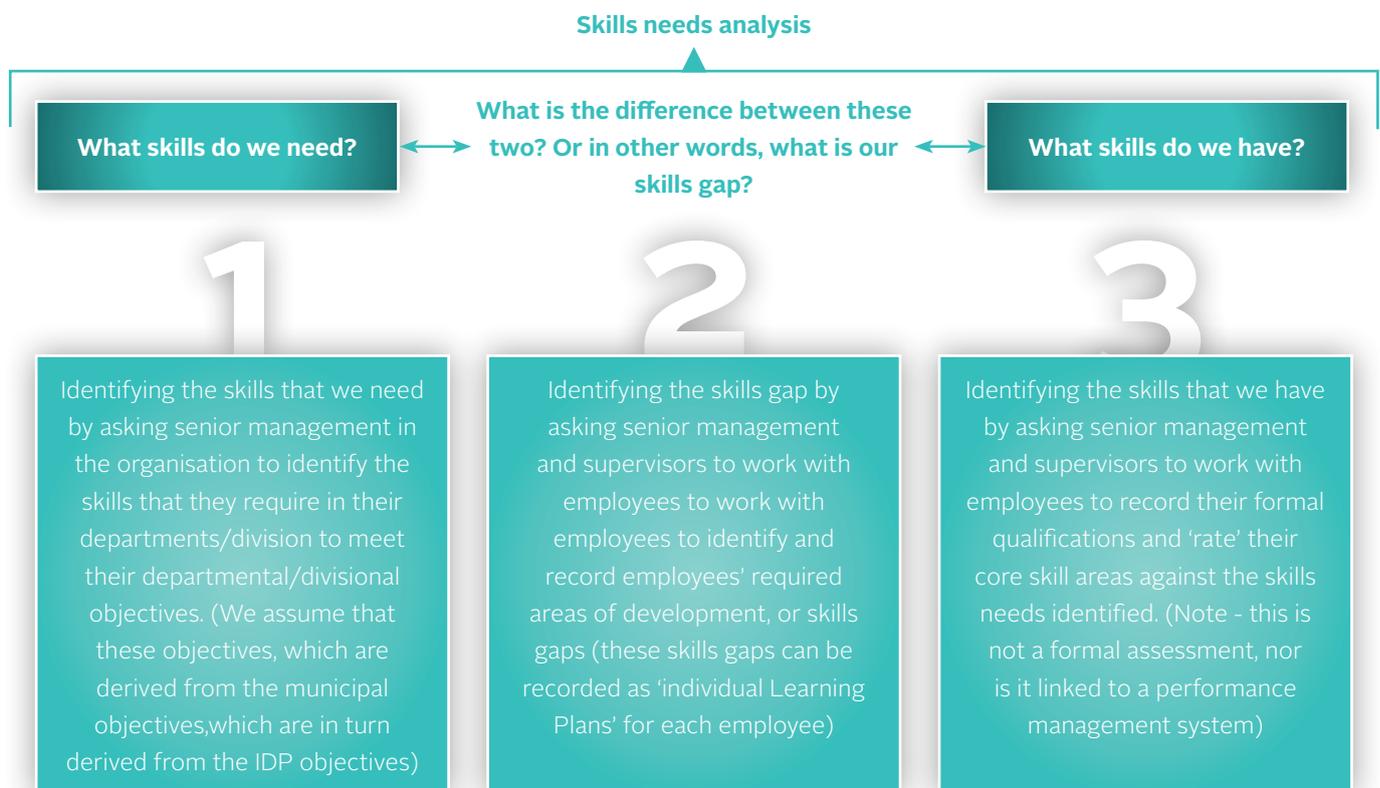
LGSETA Standard Industrial Classification /SIC Code

Each type of business is allocated a SIC codes, for ease of reference below is a detailed list of the LGSETA SIC codes:

SIC Code	Main activity
50493	Any utility or agency, wholly or partially owned by a municipality providing local government services under contractors or a municipality
91201	Category A municipalities: 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 - Local Government Municipal Structure Act of 1998
91203	Category C municipalities: All functions, services and facilities provided by a district council and district area management as per Act 117 as determined by 54 (1), (2) and (3) of Act 117 of 1998 Local government Municipal Structure Act 1998
91204	Organised local government: a statutory or regulatory body assigned the function as per constitution of RSA, to deal with matters at an executive level within local government
91300	Local authority activities
91304	Municipal planning
91306	Billboards and the display of advertisements in public places
9130F	Land use planning
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
96331	Parks and gardens
96414	Local sports facilities

Conducting the Skills Audit and completing the Workplace Skills Plan

The process used for conducting a skills audit involves three steps as follows:

- **Step 1:** Identifying skills needs;
- **Step 2:** Identifying the skills you have; and
- **Step 3:** Identifying the skills gap.

Skills needs analysis

What skills do we need?	**What is the difference between these two? Or in other words, what is our skills gap?**	What skills do we have?
1	**2**	**3**
Identifying the skills that we need by asking senior management in the organisation to identify the skills that they require in their departments/division to meet their departmental/divisional objectives. (We assume that these objectives, which are derived from the municipal objectives,which are in turn derived from the IDP objectives)	Identifying the skills gap by asking senior management and supervisors to work with employees to work with employees to identify and record employees' required areas of development, or skills gaps (these skills gaps can be recorded as 'individual Learning Plans' for each employee)	Identifying the skills that we have by asking senior management and supervisors to work with employees to record their formal qualifications and 'rate' their core skill areas against the skills needs identified. (Note - this is not a formal assessment, nor is it linked to a performance management system)

This process will be driven by the SDF but will require significant input from the training committee and senior managers. The first step in the process is to confirm the relevance of the LGSETA priority areas in your organisation. These priority areas are:

- Management / leadership
- Project management /planning
- Client service
- Financial
- Support
- Administration
- Policy development
- Information technology
- Specialist technical
- Life skills and basic education
- Training skills

You will need to rank them in order of priority, and add to them (or delete some) if necessary. The SDF should do this with senior management in the organisation and with the Training Committee. This prioritisation exercise needs to take place against the organisation's strategic objectives, derived, in the case of municipalities, from the IDP.

The second step involves identifying skills constraints in each department. Again the process will be driven by the SDF who will consult with senior managers at departmental level to ascertain skills needs per department.

The third step involves reviewing departmental skills plans drawn up by the SDF to ensure that the plans reflect skills gaps of actual employees in the department. This means that managers and supervisors need to go through the lists with individual employees to determine whether or not they do in fact have these skills – this is done by reaching consensus on an employee's skills level in a particular area, and ranking it accordingly.

They must then look at appropriate types of learning interventions.

The results of the skills audit process are fed into the WSP which will be drafted by the SDF and presented by the SDF to senior management and the training committee for their endorsement. The WSP contains the following sections:

- **Section 1:** Organisational details
- **Section 2:** Description of utility/municipality consultative process
- **Section 3:** Employment Profile
- **Section 4:** Employee Qualification Profile
- **Section 5:** Number of unfilled positions

Responsibilities of the Training Committee at this stage

The Training Committee will be involved in the following activities at this stage:

- Giving input on the WSP;
- Giving input on the skills development implications of business priorities;
- Giving input on the type of training required and suitable providers;
- Giving input on the beneficiaries of training; and
- Reporting back to constituents about the development of the Workplace Skills Plan.

Other Activities involved at this stage

Responsibilities of Senior Managers and Executives at this stage of the process include working with the SDF and training committee to:

- Link IDP planning with skills development planning through organisational objectives;
- Reflect on the identified sector priorities and rank them/ add to them based on organisational priorities;
- Identify skills constraints in each department;
- Check that the proposed training matches actual employee needs in each department;
- Approve the WSP before it is submitted to the SETA;
- Authorise the training budget; and
- Create an environment which enables the Training Committee to make a meaningful contribution to development of a Workplace Skills Plan.

The SDF will be involved in the following activities as this stage:

- Consulting senior managers and Training Committee on the skills development implications of organisational priorities, including generic skills priorities and critical skills shortages;
- Identifying the types of training required and suitable providers;
- Compiling a training budget;
- Identifying the beneficiaries of training and checking these with departmental managers;
- Identifying any quality assurance requirements;
- Developing a WSP; and
- Consulting senior managers and the Training Committee about the WSP before submitting it to the SETA.

Potential problems Checklist

- Have organisational objectives been used to identify skills development needs?
- Have the LGSETA priorities been considered by senior management and adapted according to organisational needs?
- Have departmental managers identified skills gaps in their departments?
- Have departmental managers reviewed draft skills plans

and checked them against actual employees in their departments?

- Has senior management signed off on the WSP?
- Does senior management create the time and space for the SDF and training committee to carry out their responsibilities?

This concept, of linking your skills planning cycle to the business planning cycle in your municipality, is a critical one that managers need to buy into.

Remember that the completion of the WSP, in the required format, with the inclusion of all the required information and the submission by the deadline is the release mechanism for the 20% mandatory planning grant payment by the LGSETA.

4.4 IMPLEMENTATION

Different approaches to workplace learning

Once you have developed your WSP, you need to get on and do what you said that you were going to do! Many municipalities face budget constraints when it comes to the implementation of training. You will need to be innovative and creative about how learning takes place in your organisation. Learning does not only happen in training rooms – it can happen on-the-job, through coaching and mentoring, through self-study and distance learning, or even over the Internet. We will be exploring some of these options in more detail later in this handbook.

Scheduling training

Service delivery to your customers is the reason why your municipality exists – learning has to be secondary to this critical objective (even though learning is vital to the achievement of this objective!) This means that you have to schedule your learning activities very carefully, making sure that you achieve minimum disruption to the work process in your municipality.

Keeping Records

When you submit your Implementation Report, you will be required to also provide proof that the training has taken place, which means that you need to keep records of all training. In addition, you should make sure that you keep a record of individual learner achievement – what training individual employees have been on, and the result of any formal assessments which may have taken place.

Legal and LGSETA requirements at this stage

Although there are no specific legal or LGSETA obligations at this stage in the process, this stage is nevertheless the core of the cycle and unless the organisation fulfils its planned training during this phase (or has a good reason why it has not done so), it will have nothing to report to the LGSETA in the next stage.

Remember that the Implementation Report for the previous year, in the required format with the inclusion of all the required information and submitted with the Workplace Skills Plan for the forthcoming year is the release mechanism for the 20% mandatory grant payment by the LGSETA.

Responsibilities of the Training Committee at this stage

The training committee will be involved in the following activities at this stage:

- Giving input on information systems requirements for capturing learner achievement;
- Giving input on the training and development implementation plan;
- Giving input on the appointment of external training providers;
- Monitoring the implementation of training specified in the WSP; and
- Reporting back to constituents about the implementation of training.

Other Activities involved at this stage

Responsibilities of Senior Managers and Executives at this stage of the process include:

- Approving an Education, Training and Development Policy (including a policy on assessment);
- Approving changes to the information systems requirements for capturing learner achievement (if necessary);
- Approving the training and development implementation plan;
- Approving individual learning plans of employees in their own departments;
- Approving the appointment of training providers;
- Releasing employees to attend scheduled training events; and
- Creating an environment which enables the Training Committee to make a meaningful contribution to the implementation of the Workplace Skills Plan.

The SDF will be involved in the following activities at this stage:

- Drafting an Education, Training and Development Policy (including a policy on assessment);
- Drafting a training and development implementation plan;
- Facilitating the development of individual learning plans;
- Determining information systems requirements for capturing learner achievement and making recommendations for improvements to management (if necessary);
- Implementing training specified in the workplace skills plan;
- Selecting and briefing external training providers;
- Briefing responsible line managers; and
- Recording which employees went on training in terms of the WSP.

Potential problems

Potential problems which may occur at this stage include:

- Lack of management commitment and support for training at a general level;
- Financial constraints i.e. the cost of training;
- Actual or perceived impact on production for the duration of training because employees are not at their workstations;
- Resistance from supervisors about letting employees take time off for training, especially in a continuous operations and smaller companies;
- Lack of (accredited) training providers;
- No formal assessment mechanisms in place;
- No culture of training;
- Other production interventions or intervention e.g. introduction of new IT systems;
- Reluctance by white men to attend training based on the perception of lack of progression for white men;
- Favouritism – only certain people identified for training; and
- Employees demanding to be trained.

Questions about implementation

When approving an Education, Training and Development policy, the Training Committee should be asking the following questions:

- Does the policy clearly establish the roles and responsibilities of senior management, the SDF and the training committee?

- Does the policy link to the strategic objectives of the organisation and the sector?
- Does the policy link skills development and employment equity effectively?
- Is the policy viable in terms of the constraints of the organisation?
- Does the assessment component of the policy address the following issues:
  - assessor selection and training;
  - appeals procedure;
  - moderation and verification options; and
  - the number of times any one learner can go through a summative assessment against a unit standard or cluster of unit standards or qualification?

When reviewing the use of training providers, the Training Committee should be asking the following questions:

1. Is the provider accredited?
2. Does the training material of the provider meet the requirements of outcomes-based learning, and in what way?
3. Where possible, are learning materials aligned to registered and/or draft unit standards?
4. Are the trainers both subject matter experts and qualified Education, Training and Development (ETD) practitioners?
5. Does the provider provide any formative or summative assessment, and if so, is this done by registered assessors?
6. If the provider offers assessment, are the assessors registered?
7. Does the provider conduct a learning needs analysis?
8. Does the provider provide for a variety of different learning interventions and methodologies?
9. Does the provider have a quality management or quality assurance system in place?

When approving the training implementation plan, the Training Committee should ensure that in selecting different learning programme options, the following factors have been considered:

- *If you want to make sure that a certain category of employees gets a full qualification that is completely occupationally based, then you would probably select a*

Learnership. But remember that the Learnership has to be registered with a SETA (see the back of this handbook for a list of registered Learnerships) and you, as the employer, will have to enter into a Learnership contract with both the learner and an accredited training provider (who can provide assessment services as well). The LGSETA may offer some discretionary grant funding for certain Learnerships, so keep in touch with them.

- *If you want to ensure that employees receive credits towards a full qualification, then you may select a* **skills programme**. *Again, this would involve contracting with an accredited training provider (who can provide assessment services as well), and providing opportunities for workplace application of the skills acquired.*

- *If there is just a unit standard or set of unit standards that you want to ensure employees get credit for, then you could select a* **credit-bearing short course**, *also involving an accredited training provider (who can provide assessment services as well), but not necessarily needing direct opportunities for workplace application. (Note that you can search for registered unit standards and qualifications at www.saqa.org.za).*

- *If time and/or cost is a factor, or if no unit standards are available for a particular work area, then you could elect to run a* **non-credit-bearing short course**. *You could use a non-accredited training provider for this or, if unit standards are available and you want to give employees the option of assessment for the purposes of credit acquisition at a later date, then you could use an accredited provider and just not run the assessment there and then.*

- *If you have learners in typical 'blue-collar' professions who do not have their trade certificate, then you might want to register them on* **apprenticeships**. *Note however, that SETAs are in the process of 'converting' most apprenticeships to Learnerships, so this option will not be available for much longer.*

- *If your organisation requires that people in particular positions have formal post-school qualifications, and is prepared to assist employees to gain these, then you would opt for the* **TVET or university route**. *For full-time employees, the part-time or correspondence*

route is probably the most appropriate, and which of these you choose will probably depend on geographic location (i.e. if there is an institution of higher education within easy access of the workplace) and cost.

- *If you have people in the organisation with subject-matter expertise, then you may want to look at coaching as an option. But remember that the potential coaches must also have 'coaching' expertise i.e. they must be able to pass on information in an accessible and non-judgemental manner. In most cases, coaching exercises will be non-credit bearing, although learners may be able to achieve credits provided that the organisation is accredited as a training provider, the coaching exercise is developed around a particular unit standard or set of unit standards and that there are assessors available to conduct the required formative and summative assessments (a coach can also be an assessor, again provided that s/he is a registered assessor).*

4.5 REPORTING AND EVALUATION

Reporting vs Evaluation

Reporting is simply the physical report on what training took place in your municipality over the preceding year, while evaluation looks at what impact the training had on your organisation. There are very sophisticated methods available for calculating the 'return on your training investment' i.e. for measuring the benefits that you obtained from spending money on training in your organisation. In Section 8, we are going to look at a more simple approach to this.

It is very important that you are able to evaluate the impact of training in some way, as this is critical to building commitment to training – managers and employees are much more likely to support training initiatives if they can see the real benefit of these initiatives.

The LGSETA requires organisations within the sector to develop an implementation report for the previous year (submitted with the Workplace Skills Plan for the forthcoming year) – this will allow them to pay out grants twice a year

too! The implementation report consists of two parts, one in MS Word, and one in MS Excel. Really all that the LGSETA is asking of you is that you develop a report on what you have achieved against what you said you were going to achieve in your WSP. So you will see that the Implementation Report format is very similar to that of the WSP – in fact, in some sections, you are simply required to 'import' sections of your WSP into the Implementation Report. In completing your Implementation Report, the most important thing is that you have kept records of what training took place in your organisation over the period covered by the Implementation Report. We spoke about monitoring systems in the previous section – these are the systems that you should be using to capture and store information on training implementation. So you should be able to just pull the information from your monitoring systems to complete your implementation report.

The Implementation Report contains the following sections:

1. Organisation details;
2. SDF details;
3. Actual expenditure on training;
4. Education and training planned;
5. Education and training implemented;
6. No. of beneficiaries to be trained;
7. No. of beneficiaries trained;
8. Difference between training planned and training implemented; and
9. Progress report.

Responsibilities of the Training Committee at this stage

The training committee will be involved in the following activities at this stage:

- Giving input on the implementation report; and
- Reporting back to constituents about the implementation report.

Other Activities involved at this stage

Senior Manager and Executive responsibilities at this stage include:
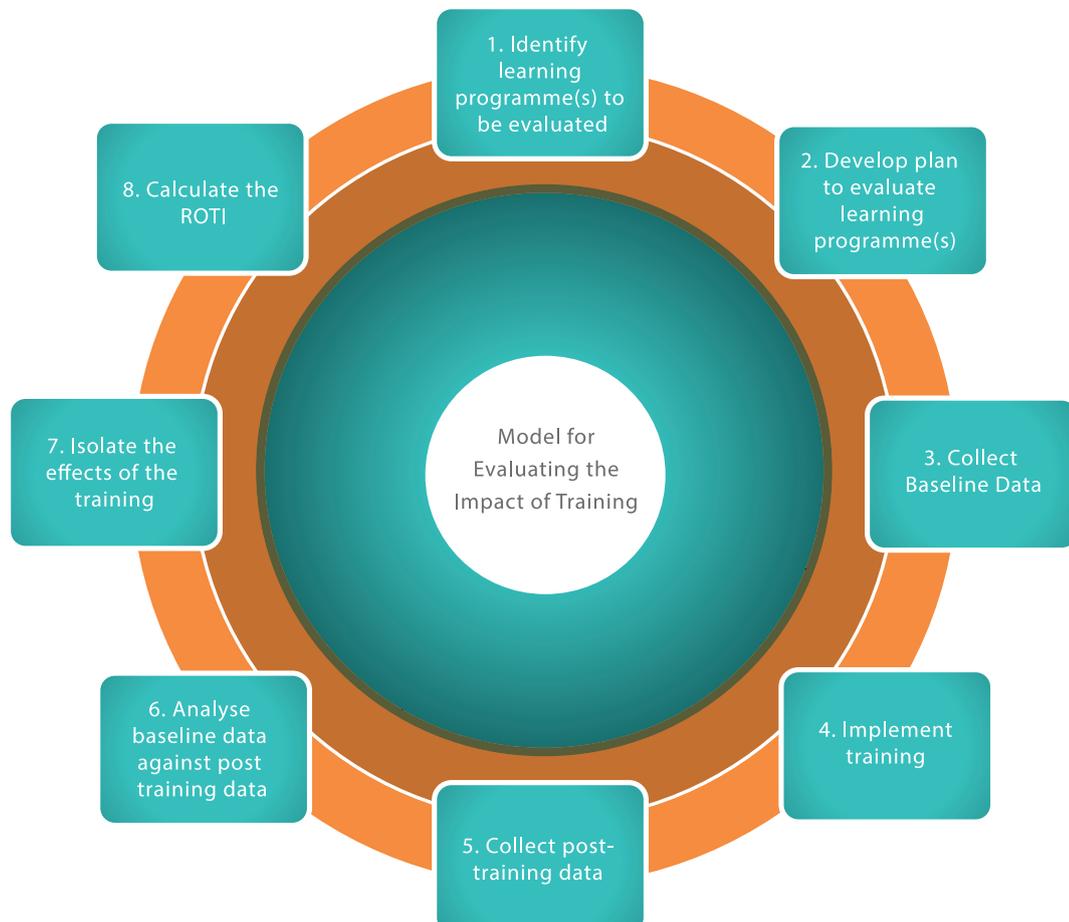
- Creating an environment which enables the Training Committee to make a meaningful contribution to the implementation report; and
- Approving the implementation report.

The SDF will be involved in the following activities at this stage:

- Drafting the Implementation Report;
- Consulting senior managers and the Training Committee about the Implementation Report;
- Revising the Implementation Report; and
- Submitting the Implementation Report to the LGSETA.

Questions about effectiveness of training and development

The Implementation Report is a mechanism for evaluating the impact and effectiveness of training and development. The role of the SDF is to drive this evaluation process, and in doing so, the SDF should use a model for evaluating the impact of training which has the following stages:

Model for Evaluating the Impact of Training

1. Identify learning programme(s) to be evaluated
2. Develop plan to evaluate learning programme(s)
3. Collect Baseline Data
4. Implement training
5. Collect post-training data
6. Analyse baseline data against post training data
7. Isolate the effects of the training
8. Calculate the ROTI

5

RESOURCES

Resource Number	Resource Title
1	LGSETA Constitution
2	National Skills Development Strategy III

SUMMARY OF LEGISLATION
AND OTHER INSTRUMENTS

1. CONSTITUTIONAL PROVISIONS RELATING TO LOCAL GOVERNMENT

Introduction

Section 151 of the Constitution provides that local government is vested in municipalities. The whole territory of South Africa is governed, on a local level, in terms of municipalities of various kinds (the various kinds of municipalities are set out in the Municipal Structures Act).

The executive and legislative authority of a municipality is vested in the municipal council. In other words, the municipal council has a constitutional status which is provided for in the Constitution. The Council makes the rules (its legislative function) and it executes or performs in terms of those rules (the executive function of the municipal council).

The Constitution also provides that the municipality has the right to govern the affairs of its community. This right to govern on a local level is not unlimited, as it is subject to the provisions of national and provincial legislation. This means that a municipal council must exercise its constitutional powers within the framework of:

- The Constitution itself; and
- National legislation (for example, the Municipal Structures Act and the Municipal Systems Act) and provincial legislation.

Objectives of the Constitution

In terms of the Constitution, the objectives of local government are the following:

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

Municipalities must strive to achieve these objectives within their financial and administrative capacities. In other words, a municipality must try to achieve these objects (set out in section 152 of the Constitution) to the greatest of its ability within the constraints set by administrative and financial considerations.

The powers and functions of municipalities in terms of the Constitution

The Constitution provides as follows in respect of the powers and functions of municipalities:

- A municipality has executive authority in respect of, and has the right to administer the local government matters listed in Part B of Schedule 4 and Part B of Schedule 5; and any other matter assigned to it by national or provincial legislation *(See Resource 1 in the Resources Section for these parts of the Constitution).*

- A municipality may make and administer by-laws for the effective administration of the matters which it has the right to administer.
- Subject to section 151(4), a by-law that conflicts with national or provincial legislation is invalid. If there is a conflict between a by-law and national or provincial legislation that is inoperative because of a conflict referred to in section 149, the by-law must be regarded as valid for as long as that legislation is inoperative.
- The national government and provincial governments must assign to a municipality, by agreement and subject to any conditions, the administration of a matter listed in Part A of Schedule 4 or Part A of Schedule 5 which necessarily relates to local government *(See Resource 1)*, if
  - that matter would most effectively be administered locally; and
  - the municipality has the capacity to administer it.
- A municipality has the right to exercise any power concerning a matter reasonably necessary for, or incidental to, the effective performance of its functions.

Other Constitutional provisions

Section 139 of the Constitution provides for the supervision of local government when necessary. In terms of this section, the responsibility of provincial government with regard to local government involves the following:

- Monitoring of local government performance by provincial government by means of different monitoring instruments provided for in national and provincial legislation;
- Putting in place measures to develop the capacity of municipalities to perform their functions and manage their own affairs; and
- Intervening in terms of s 139 of the Constitution.

Chapter 7 of the Constitution provide for the following matters:

- Establishment and types of municipalities;
- The composition and election of municipal councils;
- Who may be a member of a municipal council;
- Terms of office for municipal councils;
- Internal procedures of municipal councils; and
- Municipal by-laws.

2. NATIONAL LEGISLATION APPLICABLE TO LOCAL GOVERNMENT

2.1 MUNICIPAL STRUCTURES ACT

Introduction

The Municipal Structures Act of 1998, as amended, came into operation on 1 February 1999. It provides a framework for the establishment of municipalities by determining:

- The municipality's powers and functions;
- The structures, including management structures; and
- Sets out a framework for the activities and services of the municipality.

The Act provides for the following:

- The establishment of municipalities in accordance with the requirements relating to categories and types of municipality;
- Criteria for determining the category of municipality to be established in an area;
- Defining the types of municipality that may be established within each category;
- An appropriate division of functions and powers between categories of municipality;
- Regulating the internal systems, structures and office-bearers of municipalities; and
- Providing for appropriate electoral systems.

2.2 MUNICIPAL SYSTEMS ACT

Introduction

The Municipal Systems Act, 2000, came into operation on 1 March 2001. The Act provides for the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities. It ensures universal access to essential services that are affordable to all.

Other issues regulated in the Act

- The legal nature of a municipality;
- The relationship between municipality and the local community within the municipal area i.e. partnership between the municipality's political and administrative structures and the community;
- The manner in which municipal powers and functions are exercised and performed;
- Community participation – to establish a simple and enabling framework for the core processes of planning, performance management, resource mobilisation and organisational change which underpin the notion of developmental local government;
- Local public administration and human resource development – to empower the poor and ensure that municipalities put in place service tariffs and credit control policies that take the needs of the community and to provide a framework for the provision of services, service delivery agreements and municipal service districts;
- Credit control and debt collection – to establish a framework for support, monitoring and standard setting by other spheres of government in order to progressively build local government into an efficient, frontline development agency capable of integrating the activities of all spheres of government for the overall social and economic upliftment of communities in harmony with their local natural environment; and
- Legal matters pertaining to local government.

2.3 MUNICIPAL FINANCE MANAGEMENT ACT

Introduction

The Local Government: Municipal Finance Management Act 53 of 2004, introduces provisions for the management of finances in local government institutions. The Act mirrors the provisions in the Public Finance Management Act of 1999, applicable to national and provincial government and parastatal organisations. The Act introduces strict controls on expenditure, budgeting and financial management.

Objectives of the Act

- To regulate financial management in the local sphere of government;
- To require that all revenue, expenditure, assets and liabilities of municipalities and municipal entities are managed economically, efficiently and effectively;
- To determine the responsibilities of persons entrusted with local sphere financial management; and
- To regulate municipal borrowing and to make provision for the handling of financial emergencies in municipalities.

Other provisions in the Act

- Only the municipal manager, or the chief financial officer acting on the written authority of the municipal manager, may withdraw money or authorise the withdrawal of money from the municipality's bank accounts.
- Balancing of the annual operating budget — the proposed operating expenditure should not exceed the realistically anticipated revenue for the year.
- The municipal manager is liable for any unauthorised and/or irregular expenditure. But the person who made, committed or authorised that expenditure is also liable.
- Prescribes the situations in which a municipality can incur both short-term and long-term debt, and what procedures must be followed.
- The municipal manager serves as the accounting officer for the municipality. The fiduciary duties on municipal managers are the following:
  - exercise utmost care to ensure reasonable protection of the assets and records of the municipality;
  - act with fidelity, honesty, integrity and in the best interests of the municipality in managing its financial affairs;
  - on request, disclose to the municipal council all material facts which are available to the municipal manager or reasonably discoverable, and which in any way might influence the decisions or actions of the council; and
  - seek, within the sphere of influence of that municipal manager, to prevent any prejudice to the financial interests of the municipality.
- Introduction of new provisions relating to financial reporting and auditing, financial statements, and financial emergencies.

3. SKILLS DEVELOPMENT LEGISLATION

3.1 SKILLS DEVELOPMENT ACT

Introduction

The Skills Development Act 97 of 1998 came into operation in September 1999. The act provides for a new approach to training and development, one which aims to benefit both employees and employers.

Objectives of the Act

- To develop the skills of the South African workforce;
- To increase the level of investment in education and training and to improve the return on that investment;
- To encourage employers to utilise the workplace for effective skill acquisition, and to provide opportunities for new entrants to the labour market to gain work experience;
- To encourage workers to participate in training programmes;
- To redress historical disadvantages relating to access to training;
- To ensure the quality of education and training in the workplace;
- To assist job-seekers find work, retrenched and unemployed workers to re-enter the job market and to assist employers to find skilled workers; and
- To provide for and regulate employment services

How the Act seeks to achieve these objectives

The Act seeks to achieve its objectives through:

- The creation of an institutional framework to determine and implement national, sector and workplace skills development strategies;
- Training and development programmes which encourage workers to acquire nationally recognised qualifications, which are recognised on the National Qualifications Framework (NQF);
- The creation of learnerships (See Regulation No. 7043, No. 330) and skills programmes that will lead to recognised

qualifications, through a combination of practice and theory;
- A new way to pay for skills development through a levy/grant system;
- The establishment of various institutions which operate at different levels to facilitate the implementation of the new system of training and development; and
- The provision of employment services to assist job seekers, retrenched workers and unemployed workers to find work and help employers find skilled workers.

Institutions created in terms of the Act

- National Skills Authority (NSA) is a multi-stakeholder body. Its functions are:
    - to promote skills development in the country;
    - to advise the minister on various aspects relating to skills development including polices, strategies and guidelines for implementation and allocation of money from the National Skills Fund;
    - to liaise with SETAs;
    - to report to the Minister on the implementation of the National Skills Strategy; and
    - to conduct investigations on any matters arising out of the application of the Skills Development Act.
- The National Skills Fund is a fund created to provide financial resources to fund national skills priorities. The fund receives 20% of grants paid by employers and disburses money to employers via SETAs for training related to national skills priorities.
- Sector Education and Training Authorities (SETAs) – SETAs have been established in 25 economic sectors and represent organised labour and organised business. The functions of SETAs are:
    - to prepare a sector skills plan within the framework of the national skills development strategy;
    - to implement the sector skills plan through learnerships, approving workplace skills plans of employers, allocating grants, and monitoring education and training in the sector;
    - to promote learnerships and skills programmes through identifying workplaces for practical workplace experience, supporting the development of learning material, improving the facilitation of learning, and assisting in the conclusion of learnership agreements;

- to administer the levy/grant system by paying grants to employers; and
- to apply to SAQA for accreditation as an ETQA (Education and Training Quality Assurance body).
- The Skills Development Planning Unit has been set up in the Department of Labour. The functions of the Unit are:
  - to research and analyse the labour market in order to identify skills development needs at a national and sectoral level and for organs of state;
  - to assist in the formulation of the skills development strategy and sector skills plans; and
  - to provide information on skills development to the Minister, the NSA, SETAs, education and training providers and organs of state.

3.2 SKILLS DEVELOPMENT LEVIES ACT

Introduction

The Skills Development Levies Act was introduced to facilitate the levy payment system that will fund skills development, the aim of which is to increase company investment in workforce skills.

Objectives of the Act

- To improve the returns on skills investment, by
  - encouraging good practice approaches to company education and training; and
  - improving workplace skills needs signals to education and training providers;
- To encourage employers to provide workplace experience to students and the unemployed;
- Support education and training in growing sectors and occupations; and
- Support education and training for the poor and unemployed in skills for which there is demand.

What is the Skills levy and how is it used?

- An employer is required to pay a 1% levy from the total amount that the employer pays in remuneration each month;
- Some employers are exempt from paying the levy, for example National and Provincial public service employers

provided they budget equivalent amounts for training;
- The levy is paid to SARS who then forwards the levy payments to the NSF (20% of the levy) and to the SETAs (80%); and
- Employers can claim back both mandatory and discretionary grants from the SETA to which they paid the levy (*Note: This is dealt with in more detail in Part 3 of this handbook*).

3.3 SOUTH AFRICAN QUALIFICATIONS AUTHORITY ACT

Introduction

The Act was introduced by the Department of Education in 1995. It focuses primarily on providing a national system for recognition of learning against set standards and on assuring the quality of training against these standards.

Objectives of the Act

- To provides for the development and implementation of a National Qualifications Framework (NQF);
- To establish the South African Qualifications Authority (SAQA); and
- To provide for matters connected to the implementation of the NQF and the establishment of SAQA.

Institutions created in terms of the Act

- South African Qualifications Authority (SAQA) is a multi-stakeholder body. Its functions are:
  - to oversee the development of the NQF;
  - to formulate and publish policies and criteria for the establishment of National Standards Bodies, Standards Generating Bodies and Education and Training Quality Assurers;
  - to oversee the implementation of the NQF; and
  - to advise the Minister of Education on matters affecting the registration of standards and qualifications.
- The National Qualifications Framework is an 8 level qualifications framework which aims to create an integrated national framework for learning achievements.

- National Standards Bodies (NSB's) – are multi-stakeholder bodies set up in each one of the 12 identified fields of organising/learning. The NSB for each organising field is responsible for:
  - confirming the classification of knowledge in a particular organising field;
  - overseeing the writing of unit standards including the review of standards and setting of moderation requirements; and
  - proposing and/or specifying the rules of combinations for qualifications.
- Standards Generating Bodies (SGB's) – are multi-stakeholder bodies established in sub-fields determined by NSB's. The functions of the SGB's are:
  - to generate unit standards and qualifications in accordance with SAQA requirements in identified sub-fields and levels;
  - to update and review unit standards; and
  - to recommend units standards and qualifications to the NSB's.
- Education and Training Quality Assurers (ETQA's) – are bodies which form part of the SETAs but which are accredited by SAQA to perform the following functions:
  - accredit training providers for specific standards and qualifications;
  - promote quality and monitor provision amongst training providers;
  - evaluate assessment and facilitate moderation amongst training providers;
  - register assessors for standards and/or qualifications;
  - certify learners; and
  - recommend units standards and qualifications for amendments to existing standards and qualifications to the NSBs.

4. OTHER APPLICABLE NATIONAL LEGISLATION

4.1 PROMOTION OF ADMINISTRATIVE JUSTICE ACT

Introduction

- The Promotion of Administrative Justice Act 3 of 2000 has given legislative form to the common law principles of administrative procedure and judicial review.
- The Act gives power to the courts to scrutinise the lawfulness, reasonableness and procedural fairness of administrative actions (i.e. it applies to decisions taken by administrative organs of the state exercising public power).
- The key principles enshrined in the legislation are accountability, responsiveness and openness.
- Accountability means that officials must explain the way in which they have used their power – they must be able to justify their decisions by giving reasons for their decisions.
- Openness and transparency imply that the way government works should be open for all to see because decisions are more likely to be supported if people can see and understand the process of decision-making.

The Act and Municipalities

- The Municipality, which performs administrative duties, is governed by this legislation and must develop a strategy for complying with the Act.
- The Act requires that the Municipality, through its Council, ensure an accountable and efficient administration.
- The Act should form an integral part of ensuring good and effective corporate governance.

4.2 PROMOTION OF ACCESS TO INFORMATION ACT

Introduction

- Promotion of Access to Information Act gives effect to the public's right of access to information, as contained in s32 of the Constitution, and is applicable to both public and private bodies.
- The Act promotes good government and promotes the advancement of good corporate governance.
- The Act, together with the Protected Disclosures Act 26 of 2000 and the Privacy Act (still to be tabled in parliament), creates a framework that allows members of the public to become partners in fighting corruption and mismanagement in both the public and private sectors.
- Most bodies, including municipalities, are required to publish a handbook containing a list of all records in its possession.

Objectives of the Act

- To enable the public to have easy access to records in the hands of public and private bodies.
- To develop good information management policies and systems in the public and the private sector.

4.3 PROTECTED DISCLOSURES ACT

Introduction

- The Protected Disclosures Act 26 of 2000 is binding on public enterprises and is designed to empower, enable and encourage employees and others to disclose information regarding unlawful or irregular behaviour in the workplace.
- It assists organisations to create a workplace culture which facilitates disclosures by employees in a responsible manner by providing comprehensive guidelines for disclosures (including the creation of alternative reporting lines and procedures).
- It provides for the protection of employees from victimisation and occupational detriments, which may occur as a result of their disclosures.

Objectives of the Act

- To provide for whistle blowing as a source of information about fraud, corruption and dishonesty.
- To create conditions in which bona fide whistle blowing is encouraged and valued, and to ensure that all bona fide disclosures are effectively followed up.

5. BATHO PELE

Introduction

In order to meet the Government's priority of transforming the public service delivery, a customer relationship management policy referred to as Batho Pele was developed.

It attempts to make public service delivery more people-orientated and focuses on increasing the efficiency of government departments.

Batho Pele Principles

- **Consultation:** You can tell us want you want from us;
- **Service Standards:** Insist that our promises are met;
- **Access:** One and all should get their fair share;
- **Courtesy:** Do not accept insensitive treatment;
- **Openness and transparency:** Administration must be an open book;
- **Information:** You are entitled to full particulars;
- **Redress:** Your complaints must spark positive action; and
- **Value for money:** Your money should be employed wisely.

Challenges faced by the policy

Implementation of the Batho Pele principles has been hampered by a number of factors:

- Need for internal marketing;
- Training of staff on the implementation of the principles;
- Lack of service delivery policies; and
- Lack of management support.

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