THE JIPSA SECRETARIAT REVIEW

Initial version of report prepared by Feedback Analysis. Final Report by J. Mouton

25 May 2008

TABLE OF CONTENTS

The advances made in the First Decade by far supersede the weaknesses.Yet, if all indicators were to continue along the same trajectory, especially in respect of the dynamic of economic inclusion and exclusion, we could soon reach a point where the negatives start to overwhelm the positives. This could precipitate a vicious cycle of decline in all spheres. Required are both focus and decisiveness on the part of government, the will to weigh trade-offs and make choices, as well as strategies to inspire all of society to proceed along a new trail. If decisive action is taken on a number of focused areas, the confluence of possibilities is such that the country would enter a road of faster economic growth and job creation, faster and more efficient provision of quality services, increased social cohesion and reduction of the paradigm of exclusion prevalent among sections of society.

Towards a Ten Year Review, 2004
Policy Co-ordinating and Advisory Service, The Presidency., South Africa

Introduction

A review of the Joint Initiative for Priority Skills Acquisition (Jipsa) was commissioned by the Jipsa Secretariat in July 2007. The Terms of Reference specified that the review should incorporate two main elements:

- First, to conduct a <u>formative</u> review that will analyse models of working and processes engaged in, document lessons learnt and reflect on outcomes and achievements to date.

- Secondly, to review the <u>strategic</u> approach of Jipsa in order to inform high-level decision-making over the future of Jipsa and specifically the most appropriate model for it to pursue.

In addition to an analysis of the key documents produced by the different structures of Jipsa, the review consisted of faceto-face interviews with a representative number of stakeholders in government, business and civil society. As is typical with review studies, the focus in this report is on implementation processes and immediate achievements as accomplished over Jipsa's first two years.

Assessment of the Jipsa Secretariat

Overall the Secretariat's functioning was assessed by the majority of respondents as being appropriate to their brief, and being effective and in general highly efficient.

Assessment of the Jipsa structures

Most of the respondents are of the view that the current structure and division of labour between the Joint Task Team (JTT) and Technical Working Group (TWG) is functionally effective, although some felt that it would be beneficial if the respective roles and responsibilities of the two structures were better understood.

Assessment of the Jipsa theory of change

One of the main aims of the review was to gain more insight into how the different respondents understand and view the Jipsa concept and methodology. As one would expect from a diverse group of stakeholders, different understandings – both positive and negative – emerged from the interviews. However, something of a <u>consensus</u> about

how Jipsa has been operating crystallised from these interviews and has been captured in <u>eight</u> key propositions:

Proposition 1: Jipsa as a "trans-departmental" or "extra-departmental" initiative can achieve positive results faster as it is not inhibited by the constraints of bureaucratic rules and procedures (it is extra-bureaucratic and "nimble").

> *You have Labour, Education, Science and Technology, Trade and Industry, … and that was the key intention; almost <u>to establish a loose nimble structure, Structure again is to be defined, but that we will be able to quickly intervene and almost provide the impulse for actions and interventions to take root across departments</u> …* (Academia)

The first proposition emphasises that JIPSA is understood by many respondents to be an initiative that has to be located outside the normal departmental and bureaucratic structures of government. Its placement outside specific departments (such as Education or Labour) has two perceived strengths: it can act more flexibly and faster, and can take the stance of the "outsider". Being outside a specific department gives it the advantage of being meta- or rather trans-systemic: being able to look from outside and across the system (of skills issues).

Proposition 2: Jipsa works on the basis of (analytical) persuasion and general consensus (persuasive power of research and analysis).

Our analysis of the flow and type of documents in the Jipsa structures has confirmed the strong emphasis on research and analysis as part of the Jipsa methodology. The role of Jipsa in gathering and, more specifically, synthesising existing information and knowledge is recognised by most respondents.

> *. So I think if Jipsa had more powers they would have achieved less … the Presidency said I think that the secret of success of Jipsa will be … if we can persuade others,, if we can inform them … And you can inspire them into action, you know, if you do those sorts of things, then if you convince others, not 'we have the power to force you'. We have an argument here and we want you to hear it and we want you to buy in.* (Business)

> *Well my greatest experience, I guess, was the open and honest discussions and the fact that we could actually agree what was needed to be undertaken. Now that to me was fantastic because when you understand the problem and the magnitude of the problem, you are actually halfway to the solution … So to understand the problem and the magnitude of the problem was fantastic.* (Business)

The emphasis on putting the evidence on the table through systematic research and analysis is consistent with the "weak interventionist" philosophy that drives Jipsa. A basic premise of this

philosophy is that ""knowledge is power" – it is better to persuade through compelling evidence than to threaten and coerce into compliance. A number of respondents have indicated that the emphasis on making research and analysis available has created a better understanding of issues and also contributed to open and honest discussions.

Proposition 3: Jipsa is a "nimble" solution that works around systemic blockages and avoids direct confrontation on policy debates (trans-political).

The cumulative effect of adherence to the first two propositions – working outside and across departments and emphasising the persuasive power of systematic and credible analysis and information – has allowed Jipsa to act in a more disinterested, non-judgmental and even a-political fashion. Its placement outside departments does not mean that it can stand outside and pass judgment on current initiatives within the departments. It is understood that Jipsa has to remain non-judgmental at all times.

> *And that did not just mean telling them to do it and holding a stick over them. It meant actually giving them the space, the responsibility, the leadership, the ownership, to get on with it and do it, and then the trick lay in saying: Well, how do we do that without just saying, 'well, we have asked you to do something, now we hope it is going to be done'; and, you know, we walk away and assume the job is done …So what we then moved towards, I think, was a much more intuitive understanding that there is a play between what the project owners need to do and are doing and are taking responsibility for … and what you might call an appropriate and legitimate level of engagement …* (Secretariat)

Proposition 4: Jipsa adds value by focusing attention on specific skills challenges and then facilitating co-ordination to address the challenges identified (focused, facilitative co-ordination).

Given the wide range of challenges that the country faces in the terrain of skills development, it was always imperative that Jipsa would help to prioritise issues. Most respondents concur that Jipsa has in fact managed to focus attention on these issues and that this is one of its demonstrable strengths and achievements. Jipsa has prioritised the skills challenges and in some cases has been successful in identifying the specific problems and causes underlying these problems.

> *… so I think the biggest success for me of Jipsa is … its ability to bring together all interested parties, around a common table, so that we could identify problems and issues and find creative solutions. I think some of the things that Jipsa has identified is also a system [for] the Department of Education [to focus] its work in order to meet the short-term requirements.* (Government)

By bringing all the role players together Jipsa has also facilitated a social dialogue which is distinctively outward-looking. For some respondents an important gain has been the fact that these dialogues have created a new sense of ownership amongst all partners.

Proposition 5: Jipsa's efficacy is dependent on people and specifically high-level leadership (Presidential authority and leadership).

The Deputy President's leadership and the authority of her office were identified by a number of respondents as a crucial component in the achievements of Jipsa. Not only has her leadership given Jipsa the required authority to enable it to do its work more effectively; it has also raised the status of the skills challenges in the national debate.

> *I think that tackling all problems is about leadership and to me [the first important thing that] Jipsa does is [it allows the] Deputy President [to take] responsibility. The first thing it does, is it raises the profile and it raises the importance to everybody's mind …* (Business)

Proposition 6: Jipsa depends on the consistent and committed participation of all its social partners (dependent on high-level, consistent participation).

Jipsa was required to act as a facilitating or co-ordinating agency that brings diverse parties and interest groups together. This could only happen if there was consistent and committed participation by all partners. A trans-departmental (but at the same time 'ntegrative') new structure (such as a Human Resources Council) could eventually play a co-ordinating function to address the skills challenges of the country.

> *Secondly I think just the consistent participation by the business leaders … I mean those are a very busy group of people … Sitting there and you go through attendance registers at every meeting there where say five out of the eight [are] there. You know every meeting had the weight … it is not just a government-to-government discussion.* (Business)

Proposition 7: Jipsa implies and depends on peer accountability for implementation by 'project owners' (peer accountability and joint ownership).

The notion of peer accountability as a way of working – partners who are in this together, holding each other accountable – is a necessary "ingredient" of the Jipsa methodology as it has no legislative authority to enforce its views on the different partners. This is

described as a "soft" way of working as it requires mutual trust and respect and not a strong oversight or monitoring function by any single person (e.g. the Deputy-President) or body. It was generally recognised that Jipsa has no specific legislative authority to enforce its plans, but could only work through existing departments and project owners.

Proposition 8: Jipsa was always intended to be a relatively short-term intervention and certainly not a new organisation or institution.

Jipsa was always conceptualised as a relatively short-term catalytic intervention and not a more permanent structure or institution. A similar position is reflected in the comments about the need for an organisation or agency that would implement a National Human Resources Development Strategy.

Alternative perspectives on specific aspects of the JIPSA theory of change
While the consensus view outlined in the previous section prevailed among most respondents, some indicated that they did not agree with specific aspects of the approach. This was clearest in respect of Jipsa's ability to work effectively across departments, the role of the research and analysis, and peer accountability.

On the ability of Jipsa to work effectively across departments (Proposition 1)
A number of interviewees expressed the view that Jipsa's overall rate of progress is slower than was hoped for. One of the recurring reasons offered for "slow" progress is the entrenched interests of certain social partners. A number of respondents referred to the "territoriality" of specific departments, which they perceived as resistance – at least initially – to fully co-operate with Jipsa.

> *… there is no easy way to tell a Government department that this is the way we think things should be done … So in other words if Jipsa goes with a plan on artisans and you are the DOE representative, [the perception is that] I am implicitly telling you that as Jipsa, this is what we think, that this is what you should be doing, … It can be a very difficult conversation: it can be a co-operative one and, at the worst of times, it can be just a conversation that gets stonewalled.*
> (Academia)

On research and analysis (Proposition 2)
A few respondents were of the opinion that the research commissioned by Jipsa has

> *I mean, we have got all of that information … it is this whole story of when they say the operation is an enormous success [but] unfortunately the patient died …That is the same type of thing; … you can have this fantastic analysis, but it is too bloody late …*
> (Business)

not necessarily produced more understanding of the underlying causes of the skills shortage in the country, while another view was that not all the analysis conducted has been converted into action.

On peer accountability (Proposition 7)

A key element of the consensus view is that Jipsa operates within a type of self-regulatory framework where all partners take joint responsibility and enforce a kind of peer accountability

> *But it should be guys like us, [that] figure this whole thing out properly − how does this whole thing line up with [the] Education Department and Labour and how does it all work; and let us make certain, let us get the problem fixed and let us get on with it … How do we do this? … but we could get that moving a lot faster, even if we had some pressure in the system … (Business)*

amongst themselves. However, not all respondents are convinced that this is in fact a feasible philosophy, which produces sustainable outcomes. A persistent theme which emerged from the interviews focused on Jipsa's 'lack of teeth'. It was generally agreed by most respondents that some formal mechanism for accountability would significantly enhance the effective functioning of Jipsa.

The case for a stronger interventionist approach

The review also encountered perspectives that are directed at the underlying Jipsa theory of change. A minority of respondents was vociferous in its concern about what it regarded as a "weak interventionist" approach to the skills problems in the country. This position argues instead for a strong interventionist approach as a very different model (exemplified in Marcus's idea of a Marshall Plan).

The proponents of stronger intervention cited the following concerns about the 'soft touch' theory of change:

> *I do think that this needs to be looked at closely and that just maybe there is radical surgery needed. I do think that it is the time now to start asking the tough questions about SETAs and how do they work and whether that whole strategy needs redirection …*
>
> *Well I think it must be given more teeth … How the teeth are going to be, I am not able to tell, but it must be able to bite and then force. You see, everything that can generate good thinking … should be given a chance to enforce that, though not everybody is going to see things at the same time. (Government)*

- It is ineffective in delivering real change and the respondents questioned whether research and strategic planning outputs should be considered measurable outcomes.
- They pointed out that there is a gap between the research and planning activities of Jipsa, and the actual implementation of programmes.

- They argued that foregoing authoritative, consequential accountability for voluntary participation from key participants and the persuasive power of leadership has made it possible for some interested parties to block change.

Where the standard Jipsa model advocates a facilitative and catalytic approach to change, the alternative model argues that a stronger intervention is required. Jipsa was always understood to be an intervention, not another agency or institution. Some respondents were of the view that the memory of the failure of the RDP office is still dominant, leading to a view that another inter-departmental (even trans-departmental) agency would never fly. According to them, Jipsa has unfortunately erred towards the other extreme of trying to be too "soft" and non-interventionist, with the result that it is doomed to fail. They feel that Jipsa has ended up being "business as usual" and that was exactly what was not required.

Instead of seeing Jipsa as a facilitative and catalytic initiative that should mediate in existing departmental processes (to speed them up, to bring a sense of urgency and in general to achieve more ownership across the board), the alternative model proposes that Jipsa should be managed as a kind of mega-project (like the Marshall Plan). Proponents of this view typically used project management terminology – performance, measurables, roles, accountabilities – when talking about Jipsa.

> *..this business of having one co-ordinating body … that addresses a critical crisis in the country is the way the new industrialised countries actually did it … I have studied Singapore, Malaysia, Hong Kong, Taiwan and Japan; and what is interesting is that they realised that economic growth is completely contingent on the development of the skills programme or a relevant skills profile … and they [effectively] went into their own Marshall Plan and it was headed up by the Presidency …what the Deputy President needs is this co-ordinator. It is a Project Manager …* (Academia)

The (concrete) achievements of Jipsa

It is possible to distinguish between two "categories" of achievements of Jipsa: more intangible (even "soft") and more tangible achievements or results.

In order for Jipsa to be successful in its prioritised areas (increase the number of engineering graduates, accelerate artisan training, facilitate graduate placements and so

on), it needed to establish a new methodology – a new way of working. This methodology consists of a set of critical steps that had to be followed and completed. This methodology has been captured and articulated in the Jipsa theory of change (the eight key propositions as discussed) above. Each of the propositions captures a different component of the methodology as well as a specific accomplishment. This is the first set of achievements that the review has documented. In summary, the review has shown that there is a majority consensus view that these achievements have been the following:

- As a "trans-departmental" or "extra-departmental" initiative Jipsa has managed to release new energies and accelerated and intensified the national effort to address the skills challenges of the country.
- The Jipsa methodology, through its emphasis on focused research and analysis, has assisted in clarifying the root problems in specific areas and identified viable courses of action.
- As a "nimble" solution Jipsa has managed to avoid direct confrontation with bigger systemic and policy issues in the way that it has addressed issues.
- Jipsa has been particularly successful in facilitating co-ordination by bringing all the significant role players together and thereby creating a more sustained high-level dialogue on the skills challenge.
- Jipsa has managed to establish a new form of cross-departmental peer accountability and sense of common ownership.

Although these achievements can be termed "soft" outcomes or (more correctly) intangible effects, they are no less crucial in the overall strategy of addressing the skills shortages in the country. They invariably take longer to achieve as these outcomes speak to transforming firmly held beliefs and values of key role players, the instinct (quite predictably and understandably) to protect one's own area of responsibility, differences in culture between government, business and civil society, and many similar aspects. It is also not surprising that the review would perhaps find more evidence of these achievements than of so-called "hard" impact (discussed below); these (soft) outcomes are necessary and critical conditions in the process to achieve the more tangible effects.

The review found that two of the more tangible achievements – training of artisans and accelerated graduation of engineers – had the highest saliency amongst interviewees.

These two accomplishments were cited by the vast majority of respondents as clear and specific examples of the Jipsa's positive impact. Although Jipsa has made significant and good progress in other areas, these are either not perceived as significant accomplishments in the same way as those related to the issues of artisans or engineering, or (and that is the more likely explanation) these are at too early a stage to warrant positive assessment.

Accelerated training of 50 000 artisans

The majority of respondents agreed that the programme of action that has been devised to increase the training of a desired target of 50 000 artisans has been a clear achievement on Jipsa's part. Although it would be wrong to attribute the achievement of the acceleration of artisan training to Jipsa alone, there is general agreement that Jipsa as a catalytic agent provided the impulse and impetus to set in motion or at least accelerate existing initiatives in order to get a more rapid result. This programme of action, which was based on extensive commissioned research, has led to a number of tangible results. These have been classified into four categories:

- Agreements reached amongst all partners (on the basis of research conducted)
- New regulatory and legislative frameworks drafted and enacted
- Allocation of new or re-directing of existing financial resources
- New (spin-off) initiatives or projects.

Table 1: Achievements as far as artisan training are concerned

Accomplishments (deliverables) in terms of:				
Research commissioned and conducted	**Agreements brokered reached**	**Legislative and regulatory frameworks**	**Budgets and allocations**	**New initiatives and projects launched**
Report entitled: "*Increasing the supply of artisans by 50 000 in 4 years: A Jipsa Programme of Action*" (October 2006)	Four artisan training routes agreed to by all stakeholders. Gazetted on 14 December 2007 for 60-day public comment period.	Draft Skills Development Amendment Bill, 2008 drafted to strengthen policy for artisan development and repeal balance on Manpower Training Act, 1981.	SETA funding and training SLA targets revised to register ± 18 000 artisans in 2007/08 and ± 20 000 artisans in 2008/09 financial years. 9 000 artisans registered by SETAs in nine months for 2007/08.	Pilot project established with safety and security sector to determine provisioning capacity for training and assessing of artisans within Defence, Police and Correctional Services.
	List of priority artisan trades reviewed and confirmed with SETAs.		The National Skills Fund (NSF) allocated an additional R300-million for the training of a further 7 350 artisans.	Employers and the National Business Initiative (NBI) have launched the Technical Business Skills Partnership, which aims to increase artisan training in the country.
	The quality-assurance role of the Institute for the National Development of Learnerships Employment, Skills and Labour Assessment (INDLELA) has been agreed upon and it is now positioned as a national artisan moderation body within the Skills Development Amendment Bill, 2008.			Scarce skills quota list published by the Department of Home Affairs includes scarce skills artisan trades to allow immigrants to enter the country to source work as artisans.
				The New National Certificate (Vocational) was implemented in FET colleges from January 2007 to support artisan-related learning.

Increase in number of engineering graduates per year

Respondents were also equally unanimous about Jipsa's success in brokering agreement about the need for increased numbers of engineering graduates (at least 500 per year more initially) and engineering professionals in the system. On the basis of wide-ranging research that had been commissioned, a plan on how to achieve these targets was agreed upon by all the role players. The specific results that ensued after adoption of this course of action are summarised below.

Table 2: Achievements as far as engineers are concerned

Accomplishments (deliverables) in terms of:				
Research commissioned and conducted	**Agreements brokered and reached**	**Legislative and regulatory frameworks**	**Budgets and allocations**	**New initiatives and projects launched**
Increasing the supply of Engineers and Built Environment Professionals, Technologists and Technicians (Oct. 2006) *Increased engineering graduations* (Lawless, Nov. 2006)	Department of Education's enrolment planning forecasts that total engineering graduations will rise by 500 by 2010, to about 2 000 p.a.	ECSA is strengthening the candidacy phase and registration of engineers.	The Department of Education provided R48-million in 2006 to improve pass rates and graduation rates; R439-million was committed over the period 2007 to 2009, largely towards improved teaching and learning infrastructure.	The Department of Home Affairs has published a revised scarce skills list, and is actively promoting this abroad, in collaboration with the Department of Foreign Affairs.
Revised Proposal for the Acquisition of Engineering Skills (Nov. 2007)				The Department of Home Affairs has set up an information desk to assist with the importation of skills and has also published a pamphlet on the quota permit.

Other achievements

A number of milestones have also been achieved in other priority areas. In the majority of these cases the achievements either refer to research commissioned or conducted, that confirms the nature and extent of the challenge in a particular area, or to agreements that have been reached with the key role players. Since this is work in progress, these areas do not yet show the tangible results that have been achieved in the fields of artisan training or increased engineering graduates (for example new legislative or regulatory initiatives or new funding allocations). This would also explain why these areas do not have high saliency amongst respondents who – with few exceptions − did not mention any of these accomplishments when interviewed.

Table 3: Table of reported milestones achieved

Priority area	Milestones achieved
High-level engineering and planning skills for the network industries Ensure adequate supply of high-level engineers in the workplace.	Two concept papers developed that raise important questions that need to be answered in order to ensure that South Africa has the necessary knowledge, capacity and skills to plan for the long-term future of the country (30 years and beyond).
Planning and management capacity in the public health system Strengthening the planning and management capacity of the public health sector.	Jipsa consultations have confirmed the challenges in planning and management and highlighted other issues, notably the funding of the public health system. The Department of Health has given Jipsa the opportunity to address provincial heads of health departments and agreement has been secured to engage further.
Planning and management capacity in education Strengthening the planning and management capacity of the public education sector.	The Department of Education has requested Jipsa's co-operation regarding the development of proposals for an HRD Council. The following has been agreed: »» the Department of Education's planning section has joined the Secretariat »» the Department of Education's planning section is represented on the Reference Group overseeing the review of Jipsa »» Jipsa has facilitated the establishment of a critical readers' group, to comment on the HRD proposals, concepts and reports.
Mathematics, Science, ICT and communications in schools Improve the quality and expand the pool of Mathematics Higher Grade and Science outputs.	Proposal has been submitted to the Department of Education for support of the Dinaledi school initiative and agreement reached that Jipsa should identify complementary Mathematics and Science initiatives.
Biofuels Determine skills requirements for second economy farmers.	The Department of Minerals and Energy has finalised the National Biofuels Strategy. Research commissioned by Jipsa has confirmed that biofuels production by second-economy farmers is indeed viable.
ICT Identify skills requirements and constraints and determine ways to address the skills shortage.	High-level analysis completed of the ICT sector and its priority skills requirements.
BPO Support the Monyetla talent development initiative and report on progress.	Jipsa has been invited by the departments of Labour and of Trade and Industry to participate in the National Talent-Development Committee for the BPO sector. The target to train 1 000 learners has been agreed upon with R17,1 million allocated to the Monyetla initiative. Contracts have been awarded to employers, recruiters and trainers to pilot Monyetla.
Town and regional planning Strengthen the town planning function	Blockages in the system identified and recommendations made to address the constraints. A working group consisting of key stakeholders has been convened to prioritize and drive forward the recommendations contained in the report R5 million allocated by LGSETA to fast track the definition of planning competencies as well as for bursaries and work placements in local municipalities.
Technicians and technologists Ensure an adequate supply of technicians and technologists in the workplace	A report received that highlights constraints to the acquisition of technicians and technologists The report and its findings have been endorsed by Jipsa structures and agreement reached that a working group be convened of stakeholders to address constraints and blockages (learner throughput, work placements, progression and articulation, and utilisation of technicians and technologists in the workplace)
Tourism Improve the level of skills in the tourism sector through improved co-ordination and support	DEAT have developed an Human Resource Development Strategy for the tourism sector and this is currently being tested with stakeholders. Two international tourism experts have been contracted to provide input and comment on the strategy

Concluding assessment

Jipsa was designed to address a critical challenge in present-day South Africa: the lack of sufficient skills in key areas of the economy and society. In had to consider solutions

that would overcome the legacies of apartheid and the impact of globalisation on labour markets worldwide, whilst working within an institutional landscape dominated by government departments with their respective responsibilities.

Jipsa adopted a methodology of constructive engagement and dialogue within a multi-stakeholder partnership framework. It prioritized research and evidence-based analysis as diagnostic tools essential to charting new programmes of action. Peer accountability was strengthened through the authority of the President's office.

Although some felt that this methodology is not sufficiently directive, our assessment is that a strongly interventionist approach might have led to short-term gains, but at the risk of entrenching resistance and a sense of territoriality. This could have produced wasteful and spurious initiatives.

Jipsa established a new type of partnership between government (public) and business (private) through the involvement of academics, research consultants, civil society and labour − actors with very different agendas, interests, beliefs and values, who were nevertheless able to address the national challenge of scarce skills. Dialogue and brokered agreements created ownership of the process and this, in our view, is as important as the tangible results achieved with regard to artisan training or engineering graduates.

In the final analysis we believe that the review provides ample evidence that the methodology (and underlying theory of change) that Jipsa followed was the most appropriate approach to achieve its goals. It remains important, however, that the Jipsa approach be applied consistently across all remaining areas of engagement. It is also essential to secure and monitor the gains that have been achieved in order to ensure effective delivery on those areas.

SECTION 1: INTRODUCTION

1.1   Background

ASGI-SA was officially launched by the Deputy President in February 2006, and the Joint Initiative for Priority Skills Acquisition (Jipsa) was established a month later to address scarce and critical skills needed to meet ASGI-SA's objectives. Jipsa's overarching goal is to develop strategies for fast-tracking "priority and scarce" skills and to unblock skills obstacles in support ASGI-SA's objectives. It employs a multi-sectoral and multi-stakeholder approach, is driven by clear, focused objectives, and strives to attain specific and measurable outcomes.

In pursuit of its mandate Jipsa has identified the following scarce skills priorities:
- High-level planning and engineering skills for the network industries – transport, communications, energy and water
- Town and regional planners
- Engineers and technologists
- Artisans
- Planning and management skills for the public education and healthcare systems
- Mathematics, Science and ICT in schools
- Skills to support ASGI-SA priority sector strategies, such as BPO, tourism and biofuels
- Cross-cutting skills in project management, ICTs, finance, and Adult Basic Education and Training (ABET).

1.2   The review brief

The purpose of the review as defined in the terms of reference is twofold:
- First, to conduct a <u>formative</u> review that will analyse models of working and processes engaged in, document lessons learnt and reflect on outcomes and achievements to date.

- Secondly, to review the <u>strategic</u> approach of Jipsa in order to inform high-level decision-making over the future of Jipsa and specifically the most appropriate model for it to pursue.

The terms of reference went on to detail the specific aspects of both the <u>formative</u>, as well as the <u>strategic</u> parts of the review as follows:

Table 1: Formative and Strategic Aspects of the Review Brief

Formative Aspects	Strategic Aspects
• *A review of the Jipsa initiation activities (set-up, structure, lines of communication, accountability responsibilities and diverse range of consultative and technical activities engaged in).* • *A critical analysis of the conceptualization of the initiative and what processes contributed to the specific conceptualization of key components of Jipsa. This component would involve a clear articulation of the (implicit) programme theory that drives the key Jipsa activities.* • *A review of the processes initiated and executed at all levels of Jipsa and associated short-term results and achievements.* • *A review of short-term achievements and effects against programme goals.* • *Jipsa's strategic and operational procedures including: reports, decision-making procedures (including the work of the Technical Working Group), management systems and reporting formats.*	• *A critical analysis of the Jipsa mode of working (new form of a public-private partnership), which would include an assessment of the efficacy of Jipsa guidance and advisory structures including the ASGI-SA Task Team and the Jipsa Joint Task team;* • *To assess the current approach that Jipsa follows in executing its responsibilities.* • *To identify both facilitating and constraining factors (both externally and internally) that impact on the success or not of this approach.* • *To comment on the appropriateness of this approach (within the ASGI-SA context) and its future sustainability.*

The research team elaborated on the stated brief to develop 5 research questions that would guide the review.

Table 2: The Research Questions

Research Questions
1. *What is the theory of change on which Jipsa is based? (Strategic)*
2. *Is the theory of change optimal for realizing Jipsa's desired impact? (Strategic)*
3. *Are the strategic and institutional arrangements optimal for realizing Jipsa's desired impact? (Strategic)*
4. *Are the operational systems, processes and procedures optimal for realizing Jipsa's desired impact? (Formative)*
5. *What is the progress to date towards realizing Jipsa's desired impact? (Formative)*

1.3 Methodology

In addition to a brief review of the literature and recent studies that set the context of the skills deficit confronting South Africa, this study mainly consisted of the application of two methods:

- A review of Jipsa programme documentation
- A field study involving personal interviews with key informants

In addition, an analysis of media reports on Jipsa was also undertaken. A brief report on this analysis is appended as Annexure B.

The Document Review

The documents generated through Jipsa activities offer a source of primary data for investigating the research questions directly. The body of documents under review includes all the material produced through Jipsa activities. Most of the relevant documents are contained in the Joint Task Team and Technical Working Group meeting packs distributed to meeting attendees ahead of the each event. The variety of documents suggested was classified as follows (Table 3 below):

Table 3: Scope of the Document Review

Document Type	Description	Number
Internal Jipsa documentation in JTT and TWG meeting packs		
Administration and Engagement		
Communications and responses	Documents referring directly to engagement between Jipsa participants and other parties such as a number of early documents submitted at JTT and TWG by various organisations, most notably some of the SETAs, responding to requests for participation.	*5*
Matters for discussion	Documents introducing matters of Jipsa business for discussion amongst participants such as the suggested terms of reference for the Jipsa review.	*6*
Minutes	Meeting minutes distributed for Joint Task Team, Technical Working Group and Secretariat meetings in meeting packs.	*19*
Background and Analysis		
Research and consultative documents	Papers and studies commissioned or adopted to guide the conceptualization, establishment, strategic direction and operations of Jipsa and its associated	*35*

	programmes and interventions or the programmes and interventions of Jipsa participants.	
Legislation and policy documents	The constellation of legislation and policy relevant to skills development in South Africa	*2*
Planning		
Proposals and business plans	The proposal documents that led to the establishment of Jipsa or the implementation of associated programmes.	*21*
Strategic planning	All documents pertaining to strategic planning for Jipsa specifically or planning documents for addressing the skills deficit broadly to which Jipsa made a contribution.	*6*
Operational planning	All documents describing the manner and means of executing Jipsa activities.	*5*
Reports		
Reports	*Reports required for accountability purposes OR reports submitted voluntarily by Jipsa participants detailing progress on skills development initiatives not necessarily Jipsa programmes and interventions.*	*16*

The document review was conducted as follows:

1. An overview of document content was obtained through a descriptive statistical analysis of the frequencies with which topics, priorities and document types featured on the agenda at JTT and TWG meetings.

2. A more qualitative analysis of document content to identify patterns, themes and trends that would contribute to realizing the strategic, formative and summative objectives of the review.

The Interviews

Sixty-three in-depth interviews were conducted with respondents representing sectors with a significant interest in skills development. Of these interviews, 41 transcripts were available for analysis. More importantly most of the respondents had participated in Jipsa processes to varying degrees, or continue to do so, and are thus well-informed about the details of the initiative. The pertinent characteristics of the sample are presented in Tables 4, 5 and 6 below. Interviewees were categorized according to their level of involvement in Jipsa and their profession, which is indicative of the sector or sub-sector they represent. In addition, for interviewees employed in the public sector, the Department or Agency in which they are occupied was also noted.

The methodology assumed that the extent to which a respondent was involved in Jipsa would be likely to influence the content, quality and, in terms of certain responses, the

validity of the interview data. Individuals active in the Jipsa structures were likely to have more of an insider's perspective and their critique was more readily substantiated with detail from their experiences. However, they were more likely to be invested in the initiative and could, as a result, be more moderate in reporting negative assessments. It was assumed that interviewees with lower levels of involvement may be better placed to report on the broad impact of Jipsa as intended beneficiaries rather than agents of the initiative. The thematic analysis of interview data is moderated by sensitivity to these nuances stemming from the extent of respondents' involvement in Jipsa.

Table 4: Sample by Involvement in Jipsa

Involvement Category	Description	No. of Respondents	Level of Involvement
Jipsa Secretariat	All interview respondents who serve on the Jipsa Secretariat.	2	Very High
JTT	All interview respondents who sit on the Joint Task Team.	27	High
TWG	All interview respondents who sit on the Technical Working Group.	7	High
Jipsa Advisory Group	All interview respondents serving on Jipsa advisory committees as their primary involvement in the initiative.	7	High
Partners & Stakeholders	This category included all interview respondents who have consulted for Jipsa or, like employees at the Business Trust, are involved with Jipsa consistently, but outside of its organizational infrastructure.	7	Medium
Government	All interview respondents from government who are not directly involved in any of the Jipsa structures.	9	Low
Other	All interview respondents without direct consistent involvement in Jipsa.	4	Low
	Total	63	

Table 5: Sample by Professional Sector Represented

Professional Category	Description	Nr
Academia	All interview respondents employed at an institution of higher learning.	7
Media	All interview respondents employed by the print or broadcast media.	1
Business	All interview respondents employed in the private sector.	10

Professional Category	Description	Nr
NPO-Business	All interview respondents employed at non-profit organizations associated with the private sector such as The Business Trust or the NBI.	7
Professional Association	All interview respondents employed by associations representing the interests of the professions such as the Council for the Built Environment.	5
Independent Analyst	All interview respondents working as professionals independently or for consultancies.	2
Development Funding	All interview respondents employed at institutions that disburse funds for development including the DBSA, IDT and Umsobomvu Youth Fund.	3
Government	All interview respondents employed in government departments.	20
Government Agency	All interview respondents working in agencies of government including Setas.	3
SOE	All interview respondents employed by state-owned enterprises.	3
Labour	All interview respondents employed in labour unions.	1
Youth	An interview respondent participating in his capacity as a representative of the Young Communist League.	1
	Total	63

The review methodology also assumed that representatives from different sectors of society would be voicing their assessments of Jipsa from perspectives of particular interest. The interests of the public, private and labour sectors would align along certain issues, but conflict along others. In the review it is essential to be explicit about which interests are represented when certain assessments of Jipsa are voiced to allow for some qualification. Table 5 demonstrates that the public (government, government agencies and SOEs) and private (business, business NPOs and professional associations) sectors are very well represented in the sample, whereas labour is clearly under-represented. This unfortunately also reflects the extent of labour's participation in Jipsa to date. The presumably objective voices of academia and the media are fairly well represented, although media alone is arguably under-represented.   The thematic analysis takes care to allocate assessments of Jipsa to sectoral voices when the differences require explication.

Table 6: Sample by Government Department

Government Department	No. of Respondents
Dept. of Education	6
Dept. of Finance	1
Dept. of Health	1
Dept. of Labour	2
Dept. of Public Enterprises	2
Dept. of Provincial and Local Government	1
Dept. of Sport and Recreation	1
Dept. of Science and Technology	2
Presidency	3
SAMDI	1
SAQA	1
SETA	2
Not employed in government	40
Total	63

The spread of representation of government departments in the sample is also of significance when considering the extent to which certain departments are invested in skills development. The Departments of Education and Labour, together with SAQA and the SETAs, are responsible for skills development in South Africa and consequently their relationship to Jipsa would be significantly affected by their roles as suppliers in the system. The Department of Health is also responsible for the supply of specialist skills, but its skills challenges centre around working conditions and retention of medical professionals, rather than supply. Public Enterprises is in the unique position of having been a supplier of artisanal skills in the past and is expected to begin fulfilling that role once again, while suffering under the burden of its own severe skills shortages. Patterns of critique associated with particular government agencies or departments are noted in the thematic analysis.

Interviewers were equipped with a schedule of 8 items designed to direct conversations towards addressing the 5 research questions (see Table 2) prioritized for the review.

Table 7: Interview Items

Interview Items
1. *Jipsa was initiated to affect a change or produce an impact. From your perspective what is that intended impact or change?*

Interview transcripts were analyzed and responses coded thematically using the software programme Atlas/Ti.

1.4   Outline of report

Section 2 presents in broad outlines the context of the skills deficit in South Africa through a brief overview of the salient points emerging from the academic literature and other research studies. The main findings of the review are presented in Section 3, which captures key responses of interviewees around the following main issues:

- Performance of the Jipsa structures
- The Jipsa concept and theory of change
- Jipsa achievements.

SECTION 2: THE CONTEXT OF JIPSA

2.1   Introduction

The Accelerated Shared Growth Initiative for South Africa (ASGI-SA) was formally launched by the Deputy President in February 2006. The new economic programme identified a number of binding constraints undermining growth and service delivery. One of these binding constraints was a shortage of critical skills.

The Joint Initiative for Priority Skills Acquisition (Jipsa) was established a month after the launch of ASGI-SA to address the skills deficit. The overarching goal of Jipsa was defined as developing strategies for fast-tracking priority and scarce skills and unblocking obstacles in the skills development system to support ASGI-SA's objectives. It was clear at its establishment that an unusual approach, distinctive from prevailing skills development arrangements, needed to be adopted to secure quick wins and build momentum for prioritizing the skills acquisition agenda nationally, without alienating agents already tasked with skills development or negating their current efforts.

A multi-sectoral, multi-stakeholder strategy was accordingly devised. It was envisioned that co-operation, a comprehensive perspective, and the co-ordination of existing resources and activities would produce the results most urgently required. Jipsa was not designed to be an institution with resources and formal authority to implement interventions, but a facilitating forum to catalyze effective action amongst those best placed to address South Africa's skills challenges.

Jipsa was assigned a limited life-span and in the light of this constraint identified the priority scarce skills it would address:
- High-level planning and engineering skills for the network industries – transport, communications, energy and water
- Town and regional planners
- Engineers and technologists

- Artisans
- Planning and management skills for the public education and healthcare systems
- Mathematics, Science and ICT in schools
- Skills to support ASGI-SA priority sector strategies, such as BPO, tourism and biofuels.

In its first year Jipsa focused on town and regional planners, engineers, technologists, artisans, ICT skills and placing unemployed graduates. Initial consultations about planning and management skills for the public health system started at the end of 2006.

The following section presents the findings of the literature review. An extensive body of literature on the skills shortage in South Africa has emerged in recent years confirming the extent of the crisis, describing its impact, exploring its causes and proposing solutions. No attempt is made here to consolidate that body of work. Instead references are restricted to supporting the response to the research questions directing this review. The literature sets the context of the skills shortage, which is necessary to delineate clearly the limited role of Jipsa within the skills landscape as well as to validate the recommendations that are made in consideration of recommendations that are made for its future role within the broader challenge of skills development. Although it is worthwhile to consider whether Jipsa's limited mandate was justified in the light of the extent of the skills deficit, it is important to assess the contribution of Jipsa against its defined mandate.

2.2 The extent and impact of the skills shortage

Various recent studies have confirmed and described in some detail the extent of the skills shortage in the country. The pertinent aspects of these studies are summarized in Table 8. It is important to note the limitations and omissions in the studies included in literature review on skills scarcity produced by the Development Policy Research Unit at Cape Town University for Jipsa. Firstly, the studies cited focus on the impact of the skills deficit on private enterprise and economic growth, while the impact on service delivery is not directly explored. In addition the generalisability of findings is constrained, either by sample size or, where samples are substantial, by the nature of the data. Data from the

larger studies is perception-based, reflecting opinions on the impact of skills scarcity rather than actual measures.

Despite these shortcomings the emerging consensus is that there is a skills shortage in South Africa and that the shortage severely undermines both economic growth as well as service delivery.

Table 8: Evidence of a Skills Shortage in South Africa

Study	Description of Findings
The National Enterprise Survey, 1998	• *35 per cent of all firms surveyed (894) identified "inadequate skills" as the most important reason why they were* **dissatisfied with firm productivity.** • *19 per cent of firms thought it the second most important reason.* • *By sector, 24 per cent of manufacturing firms identified "inadequate skills" as the most important reason, while in the service sector, 39 per cent of firms thought it the most important factor.* • *"Inadequate skills" became progressively less influential over productivity as firm size decreased, with 65% the largest firms (> 200 employees) confirming it as the most important factor and only 1% of the smallest firms (< 50 employees) concurring.*
World Bank Labour and Management Survey, 1999	• *The most highly skilled occupations (managerial, professional and technical) had fewer than 20 per cent (managerial) and 30 per cent (professional and technical) HDIs.* • *It was most difficult for firms to find suitably qualified HDIs in the more skill-intensive sectors surveyed: chemical products, vehicle and automotive components, electrical machinery.* • *Industrial sectors that experienced difficulty in finding skilled workers in the Greater Johannesburg Metropolitan Area included furniture (57 per cent of firms surveyed), metal workers (48 per cent of firms surveyed), clothing (40 per cent of firms), food and beverage (35.7 per cent), construction (45 per cent,) information technology (43 per cent), tourism (42 per cent) and retail (21 per cent).*
HSRC (2003) *The Human Resources Development Review*	• *There is a shortage of academics and an increased reliance on foreign nationals to make up the numbers. There is a shortage of nurses due to poor working conditions, low salaries and HIV/AIDS. This shortage will continue for doctors due to emigration.* • *The demand for computer-related professionals exceeds supply. There is sufficient entry level supply, but a lack of highly skilled professionals.* • *A severe shortage of scientists and science technologists attributable to the state of science and mathematics education at schools. The supply of this group cannot keep up with demand.* • *The supply of educators is wholly insufficient and 70,000 educators need to be trained between 2001 and 2006.* • *From the study it was unclear whether there is a decline in demand for engineers or a lack of supply. A shortage of engineers from previously disadvantaged backgrounds was identified.*
Lawless, A. (2007)	• *The number of civil engineers employed by municipalities has dropped from peaks of 2500 to 3000 serving approximately 14 million people to*

Study	Description of Findings
Numbers and Needs.	*1534 serving 47 million people.*
	• *83 municipalities have no civil engineering staff.*
	• *45 municipalities have only 1 civil engineering professional.*
	• *43 municipalities employ only technicians or technologists under the age of 35.*

In terms of economic growth the literature emphasises the link between skills and capital investment, including foreign direct investment (FDI). Arvanitis (2002) notes that 'recent studies have shown that raw labour costs are not a significant attractor of FDI, but labour quality is'. He goes on to state that prior research suggests that next to the crime rate it is the cost of capital, labour regulations, and skills shortages that have been the major constraints to foreign investment in South Africa.

It is now generally recognized that skills shortages in government are severe and undermine service delivery. At national level, for example, the ability of regulators at agencies such as the Financial Services Board to monitor and enforce compliance within their jurisdiction is limited by a lack of specialist skills.

Studies on the skills shortages in government, however, recognise that it is particularly at the local level where municipalities, at the 'coal face' of service delivery, experience the formidable challenges of the skills deficit. The high number of vacancies in technical and engineering posts − attributed to budget restrictions; a consequent inability to attract artisans and engineers; the erosion of training arrangements for artisans and the poor management of artisan training including the replacement of apprenticeships with learnerships and the poor management of the latter – render the maintenance of indispensable infrastructure next to impossible (Lawless 2007).

In Lawless' exemplary study on the civil engineering capacity at local government, (*Numbers and Needs in Local Government: Addressing civil engineering – the critical profession for service delivery*) it is indicated that 83 municipalities have no civil engineering staff, 45 have only one civil engineering professional and 43 employ technicians or technologists under the age of 35. This aggregates to 3 engineers to 100 000 citizens, well below the benchmark of 21 engineers per 100 000 citizens achieved in English-speaking and Scandinavian countries, and the peak of 21 engineers per 100 000 citizens served under the apartheid regime. If we consider the obligations

of the developmental state to serve 47 million citizens, it is apparent that "the workload of those (engineers) remaining has become untenable resulting in much neglect. Consequently only basic infrastructure is being rolled out, whilst development of economic infrastructure and operations and maintenance are not taking place . . ." (ibid 11).

The *Number and Needs* study is indicative of the severity of the consequences of the skills deficit to service delivery as well as of the type of empirically robust research required to shore up our fragmented picture of the scope of the skills crisis in South Africa.

2.3   Causes of the skills shortage in South Africa

There is a considerable amount of literature pertinent to the causes of the skills crisis in South Africa. We refer briefly to four such causes identified in these studies. These are:

- Changes in the labour market
- Challenges emanating from the education system
- Policy implementation constraints
- Institutional constraints, with specific reference to the SETAs.

Changes in the Labour Market

Two important changes in the labour market have affected the skills intensity of labour demand. Firstly there has been a steady ascendancy of the manufacturing and tertiary (services) sectors relative to the primary sector of the economy (agriculture and mining). Over the period 1970-1995, the primary sector shed approximately 1.5 million jobs, the manufacturing sector saw approximately 400,000 jobs created, and the tertiary sector saw an increase large enough to make net employment creation positive for the period (Bhorat, 2000).   However the net employment creation was not sustained and the decade since 1995 saw a substantial net loss of employment with significant negative social consequences. The net job creation trend has only been recovered in recent quarters (The Labour Force Survey, StatsSA, March 2008).

Low employment in the last decade is to some extent attributable to between-sector structural changes in the economy that leave 'low skills' labour with fewer opportunities.

However, more significant has been a skills-biased technological change (Bhorat and Hodge, 1999; Edwards, 2002) in all sectors that makes within-sector changes in employment more important than between-sector industrial structure changes. Between-sector changes, for example a decline in primary sector employment with a simultaneous increase in tertiary sector employment, can create structural unemployment. Workers that previously had the requisite skills to competently perform their tasks in the agricultural and mining industries (the primary sector), fail to find work in the tertiary (services) sector because they do not have the requisite skills: they are structurally unemployed. Within-sector changes result from skills-biased technological change, where the introduction of new technologies for and methods of production results in critical skills shortage at an economy-wide level.

> *The result: too few workers with adequate skills, or labour supply was not able to match labour demand. At the same time, we faced an unemployment crisis of historic proportion. The result: labour demand was not large enough to absorb the supply of labour. This seeming contradiction came to be known as the mismatch between labour demand and supply. (Daniels, 2007: 2)*

Widely acknowledged deficiencies in the skills development system exacerbate the skills deficit and these are briefly discussed in the sections that follow. Another important aggravating dynamic is skills migration. Research indicates that the actual emigration of skills probably exceeds official emigration figures and that the majority of the highly skilled South African Diaspora is white. Crucially, there is a net loss of skills to South Africa due to the emigration of skilled people exceeding the influx of skilled immigrants by between 4 to 6 times (Bhorat, Meyer & Mlahtsheni, 2002).

Challenges Emanating from the Education System

> *"I urge South Africans to affirm excellence and reject mediocrity in the interests of nation-building, socioeconomic development, and true liberation. The levels of underperformance in our education system are unacceptably high, and an unjust subversion of the historic promise of freedom and democracy that we've put before our people."* Naledi Pandor, MP, Minister of Education, tabling departmental Budget Vote for 2007/08 financial year on 29 May 2007

The literature on challenges confronting education in South Africa is considerable and well beyond the scope of this assignment. For the purposes of this review, there are two important points that should be made. The first is that the skills deficit is overwhelmingly associated with the state of education. This fact has significant implications for Jipsa: how the initiative has positioned itself in a system dominated by a gravely challenged educative function will certainly impact on its efficacy and shape it will be judged historically.

The second point is that the challenges in education cannot be understood without recognising that, in response to the legacy of Bantu Education, the Department of Education was compelled to prioritise ensuring access to education over all other objectives and has made progress in this regard. Approximately 500 000 new learners have been introduced into the school system since 1994 and enrolments at tertiary institutions have tripled (Department of Education, 2006). However these achievements have resulted in an enormous burden being imposed on the system. Despite consistently enjoying the lion's share of the national budget, the resources at the DoE's disposal remain inadequate to service the numbers and it seems inevitable that the quality of education should suffer. South African learners scored lowest out of 50 countries in the 2003 International Maths and Science Study (Mullis, Martin & Foy 2005) and lowest out of 40 in the 2006 Progress in Reading Literacy Study (Mullis, Martin, Kennedy & Foy 2007).

Policy Implementation Constraints

The policy environment governing skills development has been discussed at length in the literature (Daniels 2007; Singizi 2007). What is offered in this section is a short summary from the literature of how the implementation of policy has constrained skills development. Table 9 presents the pertinent policies with a brief description of the purpose of each.

Table 9: The Policy Environment Directly Relevant to Skills Development

Policy	Description
Skills Development Act (1998)	*Informed by a philosophy of life-long learning the Act was intended to facilitate the development of the skills of the South African workforce, improve employability and the quality of life of workers, to encourage investment in education and training by the private sector and the*

	resurgence of high quality workplace training programmes. The Act also established the institutional infrastructure that would implement its provisions.
Skills Development Levies Act (1999)	The Act established the system of levy financing for skills development which saw businesses being required to contribute 1% of payroll expenditure to a skills development fund. Contributions can be reclaimed against training expenditure. The Act also provides for the allocation of grants by SETAs to employers, training providers and workers.
National Skills Development Strategy (2001)	The strategy guides the implementation of skills development by the Department of Labour. It notably reiterates the importance of learnerships, which are seen as a complement to apprenticeships and a key method to improve skills development for high, intermediate and low-level skills.
Human Resources Development Strategy (2001)	Sought to target all three levels of skills development by focusing on linking general education provision, the supply-side dimensions of human resource development including the provision of further and higher education and training, demand-side dimensions, and national systems of innovation, research and development.
Employment Equity Act (1996)	The purpose of the Act is to achieve equity in the workplace, by promoting equal opportunity and fair treatment in employment, through the elimination of unfair discrimination and by implementing affirmative action measures to redress the disadvantages in employment experienced by designated groups, to ensure their equitable representation in all occupational categories and levels in the workforce.

(Adapted from Daniels 2007, and Singizi 2007)

It has been noted that perhaps the most under-valued success of the Skills Development Act (1998) was that it created a highly coherent framework for policy implementation and data collection on skills development. It does so by establishing a single national regulatory framework consisting of a National Skills Authority (NSA) and 25 Sectoral Education and Training Authorities (SETA). It further links the training programmes at national level with those at sectoral level and drives that link down to the enterprise through the Workplace Skills Plans that all firms are required to submit to the SETAs (Kraak, 2004). However, challenges emerged in the implementation of the Act. Although weaknesses tend to be institutional, a pointed critique of the policy is that it imposes an extensive and sometimes contradictory set of objectives on implementing bodies, specifically the SETAs (Singizi, 2007).

The Skills Development Levies Act (1999) sought in part to correct a perceived underspending in private sector-initiated training. It has been suggested that the imposition of a levy may have inadvertently 'crowded out' the contribution of enterprises because, while government now levied one per cent of payroll, the King Commission's

recommendations on Corporate Governance in South Africa (King Report 2002 – referred to here as 'King 2') recommended that four per cent of payroll expenditure be invested in training (Daniels, 2007). The King 2 recommendations depend on voluntary compliance, with the only mechanism for enforcing compliance being the imposition of the King 2 recommendations on listed companies through the Johannesburg Securities Exchange. The reach of the SDLA in addressing market failures associated with historically poor levels of investment by enterprises in personnel training is greater than King 2. In addition, research demonstrates that business spend on training exceeds the 1% of payroll, reaching almost 4% in some sectors (BLSA, 2006). It is plausible that the SDLA and to some extent King 2 prompted a resurgence in private sector training expenditure, which had reached a low point in the period immediately preceding the promulgation of the Act (Daniels 2007).

A controversial, but increasingly prominent discussion on the contribution of the policy environment to the skills shortage involves the implementation of employment equity. One perspective proposes that injudicious implementation of the Employment Equity Act in pursuit of equity targets − especially in government − resulted in an attrition of critical skills, which, due to the legacy of apartheid education policies, are predominantly held by white professional graduates. For example, Lawless (2007) articulates a persistent position among critics of the Act's implementation that, for the sake of skills retention, service delivery and economic competitiveness, the implementation of employment equity should be more circumspect and driven by longer-term transformation targets. It is suggested that the focus should be on ensuring the throughput of higher numbers of young black people through the processes of education and qualification, recruiting them into entry-level positions and building their experience. White professionals would continue to be employed and retained as need for skills dictates. This position is echoed by commentators on engineering skills in local government, as well as commentators on the energy and water sectors (see for example *Financial Mail*, April 4, 2008).

Institutional Constraints

As Kraak (2004) has pointed out, the skills development policy landscape has produced a comprehensive institutional infrastructure that should, if optimally implemented, result in aligned skills development endeavours under the auspices of the Department of Labour. However, Daniels (2007) asserts that complex institutional overlapping

undermines the effectiveness of the administration of skills development. This notion of redundancy also surfaces in the Singizi review of SETAs (2007). The key findings of the latter suggest, firstly, that the objectives set for SETAs are too numerous and too broad for an immature system to master while wrestling with its own sizeable capacity shortages; and secondly, that there is a tendency for SETAs to assume functions that are external to their mandate and more properly located elsewhere (e.g. placing people in employment, a task firmly located in the domain of the Department of Labour).

The ill-defined mandate further diffuses SETA efficacy because the numerous objectives are not prioritised. Consequently, progress towards achieving each is valued equally when SETA performance is assessed. The gaming of the system is inevitable as a SETA focuses on achieving the easier objectives or those which the monitoring and evaluation system inadvertently rewards disproportionately. The review also raises concerns about governance and accountability, although it notes that as a category of government agencies, SETAs have performed very well according to the Auditor General.

The complexity of and redundancy in the institutional architecture is further complicated when taking the history of collaboration across national government departments into account. An important example of this is that the link between providing skills training and accrediting individuals with a qualification that acknowledges this training is very poorly administered (Daniels 2007). Another example that was covered in the media was the delay in developing a new National Qualifications Framework, which required substantial collaboration between the Departments of Labour and Education.

The skills mismatch, which results in ill-fitting skills being graduated to market, is a consistent theme in the literature (Daniels, 2007; Bhorat & Lundall, 2002). The solution is a clarification of demand-side needs expressed to the supply side of the skills pipeline.

2.4   The implications of the skills context for Jipsa

From the academic literature and complementary studies it becomes clear that due to structural changes in the local economy and labour market (changes mirroring global trends) a skills deficit has emerged. Our failure to adapt rapidly to structural changes,

specifically the ascendancy of the secondary and tertiary sectors relative to the primary sector, as well as increasing technological sophistication of production within economic sectors, has resulted in a skills mismatch. The consequence is that the country is simultaneously experiencing rampant unemployment and a scarce and critical skills shortage, with numerous critical vacancies in the labour market.

The skills deficit is perpetuated by a number of phenomena. These include:
- Challenges in the education system that undermine the quality of education and the readiness of graduates to contribute immediately or meaningfully to development and economic growth
- An institutional infrastructure outside of formal education that is not capacitated, empowered or sufficiently mature to manage skills development effectively
- A policy environment that offers an effective framework for skills development, but suffers from a number of crucial flaws, particularly in implementation
- Local labour market conditions that render South Africa less than competitive in attracting or retaining skills.

A comprehensive strategy to eliminate the skills deficit would tackle all of these phenomena. However, such an approach implies substantive long-term reform of the entire skills development system, a project that was deliberately avoided by Jipsa and, as explained in the introduction, with good reason.

SECTION 3: THE MAIN FINDINGS

3.1   Performance of the Jipsa structures

Essentially Jipsa is embodied in three structures namely the Joint Task Team (JTT), the Technical Working Group (TWG) and the Jipsa Secretariat. According to Jipsa documentation the three structures function as follows:

- The JTT is the executive body of the initiative. It is chaired by the Deputy President and constituted by executive level representatives from government, business, labour and academic institutions. The JTT is vested with the decision-making authority of Jipsa.
- The TWG is also a representative body. Its function is to analyze potential activities for Jipsa to undertake and present recommendations to the JTT.
- The Jipsa Secretariat is responsible for logistics and all secretarial functions. The JIPSA secretariat assists the Joint Task Team and the Technical Working Group with the development of the priority skills plan, budget and implementation strategy. The secretariat also provides ongoing administrative and project management support to JIPSA; provides policy analysis, research and research management capacity; prepares reports and documents as required; and assists JIPSA with monitoring and reporting.

This structure is represented visually in the Jipsa documentation as indicated below.
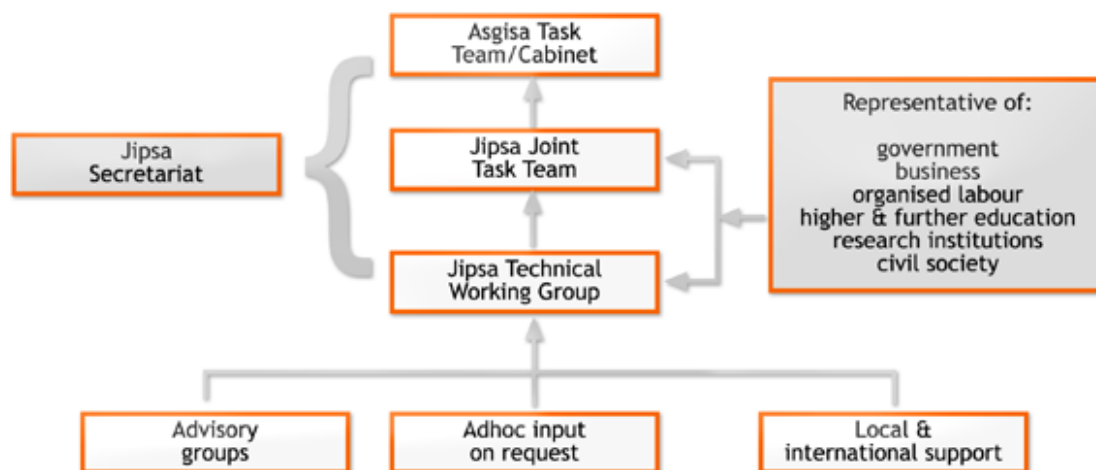
3.1.1 The Function and Performance of the Jipsa Secretariat[1]

Overwhelmingly, respondents applauded the Secretariat for managing the business of Jipsa well, cultivating steady relationships with social partners, and doing so under notable resource constraints. Some interviewees suggested that the Secretariat should be rewarded with greater resources, which would enhance their effectiveness.

> I think the Secretariat role has been incredibly well managed. It has been very difficult − the balance between providing the leadership and momentum; and not getting yourself in the firing line … (Business)

Although the official Jipsa documentation ascribes a specific and limited role to the Secretariat, it is evident from the interviews that the Secretariat performs additional functions and that it is expected to do so. The first of these additional functions is facilitating relationships and engagements between social partners. Another function is that of providing direction and impetus to the activities of Jipsa. This function, in particular, is acknowledged as the more challenging of the Secretariat's roles, partly because it has to be executed without formal authority and must be managed delicately.

---

[1] In order to protect the identity of individual respondents we have withheld the names of all interviewees. However, in order to give some indication of the background or context of a response, we have classified interviewees into **four** categories: Government (which includes government departments, para-statals and public enterprises), Business (which includes private sector organizations, but also the Business Trust and the NBI), Academia and Other (which includes NGOs, development agencies and consultants).

In effect the Secretariat has to demonstrate leadership without asserting it, in order to ensure that things get done. As one interviewee remarked, it remains difficult to achieve the right "*balance between providing the leadership and momentum*". Although it has no explicit authority to perform these additional functions, the Secretariat has influence over the content of agendas. One respondent stressed that this responsibility should be exercised with circumspection and integrity.

In addition to the overwhelmingly positive feedback on the role that the Secretariat had played, some suggestions were made for improving aspects of its functioning. These include strengthening its secretarial function, ensuring that communication to participants and stakeholders is inclusive, consistent and comprehensive, and facilitating the timely distribution of documentation for meetings so that participants can prepare for discussion.

A few social partners, frustrated with the pace of activity within Jipsa, indicated that the Secretariat should exercise this influence more strategically, be unequivocal in establishing agendas for meetings, stipulating decisions that need to be made and specifying desired outcomes to give guidance to TWG and JTT. Some social partners suggested that a lack of assertiveness is equivalent to a lack of preparedness, with the risk that there is insufficient steering and direction of the agenda:

> *A good Secretary of the Board says: 'Okay, these are the issues'. You go to the Chairman and say: 'Okay, well this is the stuff that we need to talk about; are you in agreement? Should we compile this?' You do not rock up there and say: 'Okay, now what would you like to do?'* (Business)

On a different issue, it was suggested that the Secretariat should be conscious of the need to consult with social partners on sensitive matters ahead of meetings, as in one specific case:

> *I think they were not … concentrating in the proper manner you know … they would say that 'JTT' without checking with the custodian of that particular project …. as [in] one case, for example, where they commissioned a report in terms of the challenges around the skills [in] the SETAs. They served that report at the JTT*

without actually, out of courtesy, … say to Labour 'this is what' and I think those things creates problems, because [of] … the manner in which they manage these things, because they were not courteous in the sense. (Other)

Senior members of the Secretariat said that this concern is justified to some degree, but that it applied more to the functioning of Jipsa in its early stages. In due course the Secretariat shed its initial project management function in favour of a more facilitating role that encourages line departments and other Jipsa participants to assume project ownership. This is cited as a specific example of how the 'theory of change' has evolved towards greater efficacy.

In the course of the interviews an additional function emerged for the Secretariat. Some interviewees involved on the periphery of the initiative pointed out that Jipsa commissioned research relevant to the interviewees' work, but that the completed output was not distributed to them. They stressed the importance of making all reports available to all interested parties.

It needs to be emphasized that the critical comments on the work of the Secretariat were in the minority. The majority of respondents indicated their satisfaction with the role that the Secretariat was playing.

Summary assessment: The Secretariat's functioning was assessed by the majority of respondents as being appropriate to their brief, effective and generally efficient.

3.1.2   The Functions and Performance of the JTT and TWG

An analysis of the documents tabled at the JTT and TWG suggests that these structures are performing their functions as required. A comparison of the frequency of document categories tabled at each of the JTT and the TWG meetings shows that the TWG has more documents tabled, although proportionately the distribution in document categories for each of the Jipsa structures is similar. This is an indication of the fact that the TWG's role is to act as a filter for what passes on to the JTT. More reports are presented at

JTT, affirming the role of the Joint Task Team as the structure requiring accountability from participants.

Comparing the frequency of tabled documents of priorities and programmes leads, for the most part, to conclusions similar to those reached in the preceding analysis. The TWG's role as a filter for what passes on to the JTT is confirmed. The distribution of priority and programme categories across the Jipsa structures is again as one would expect.

Table 10: Comparing document categories tabled across structures

Document Category	JTT	TWG
Administration and Engagement		
Communications and responses	1	4
Matters for discussion	3	3
Background and Analysis		
Research and consultative documents (RCD)	11	24
Legislation and policy documents	0	2
Planning		
Strategic planning	2	4
Operational planning	1	4
Proposals and business plans	8	13
Reports	11	5
Total documents tabled	**39**	**59**

Table 11: Comparing priority or programme frequencies across structures

Priority or Programme	JTT	TWG
Artisans	3	4
Biofuels	1	0
BPO	2	2
Engineering	5	13
Funding	1	0
Graduates	8	7
Importing skills	3	2
Science and mathematics	3	1
ICT	2	3
Tourism	2	2

Planning	0	3

Despite the smooth functioning suggested by reviewing the documentation, a number of social partners expressed frustration with the lack of progress Jipsa had made in securing measurable outcomes over the period under review. Issues mentioned include the respective roles of the organizational structures and their functioning not always being clearly understood, thus hindering the possibility of rapid decision-making and implementation.

I wish you could give me, or someone must give me … the [exact] deliverables of the Task Team … [and] the deliverables of the Secretariat. (Government)

… when I look at the voluntary organisations that I have been involved in, there is always an interesting way that you get things going. One way that you get things going is that in fact you have fitted the Technical Working Groups within a Technical Working Group headed up by a leader … you simplify the role of the Secretariat <u>because at the moment the Secretariat is playing an Executive role and it is the wrong profile of person</u> … <u>so the Secretariat needs to provide a co-ordinating role within the Jipsa Working Group in much the same way that needs to be mirrored from a national point. So you know … one of the things that I am going to push now is for a restructuring of the Technical Working Group</u>. (Academia)

A particular criticism of the TWG is that participation on the working group was inconsistent. It was suggested that the rank of individuals participating on the TWG may have been a factor. What was needed was that TWG be comprised of representatives whose seniority in their respective organizations allows them the flexibility to participate more consistently in Jipsa activities. A concern about inconsistent participation was expressed, particularly in regard to the JTT, although it was more moderate and directed at specific participants from government.   It was noted in particular that regular attendance by the Deputy President had a positive influence on general attendance.

The question of consistent participation and its impact on the implementation of decisions led to something of a debate emerging about the respective roles of the Technical Working Group (TWG) and the Joint Task Team (JTT). One view was that the

TWG should become the strategic heart of the initiative because members are in a position to devote time to considering decisions, making them and following through with execution. From this perspective the JTT should be relieved of its decision-making role and become a body for endorsing TWG decisions and holding the TWG accountable for delivery.

An opposing view held that a JTT consisting of leaders with a national profile provides Jipsa with the necessary gravitas, especially under a 'soft touch' dispensation. Instead of shifting the decision-making function to the TWG, the JTT could be made more effective by emphatically requiring regular attendance and consistent representation from its members, as well as streamlining JTT deliberations through more directive agendas.

In addition, some respondents felt that these structures could have benefited more substantively from the expertise of members. The TWG includes individuals with status in their respective sectors as well as technical expertise and some respondents felt that this may not have been tapped sufficiently for Jipsa to progress more quickly.

> *But what we have lost and which I have raised over and over … was to be consciously inviting members of the TWG to the various advisory groups according to their areas of interest.* (Other)

> *Let us split the Technical Working Group into the five areas of Jipsa and the five focus areas and let us have … representatives from each stakeholder in each group so that they could come up with an understanding of the problems in their particular area and then the solutions based on that.* (Government)

Generally speaking, however, the organizational infrastructure received a positive endorsement from interviewees. It succeeded in mobilising key social partners and technical expertise, imparted currency to critical skills issues, respected jurisdictions, coordinated activity and ensured that appropriate weight was attributed to decisions.

> *Well its architecture … contributed to its success … Through the Task Team and the Advisory Groups it was able to focus on what is required, what needs to be*

done, and over all this you got the Technical Team and you got the Task Team that oversaw whatever they were doing.

No respondents suggested any eliminations from or additions to the current organisational structure of Jipsa. Instead they stressed the need to avoid bureaucratization and hone efficiencies.

Summary assessment: Most of the respondents are of the view that the current structure and division of labour between the JTT and TWG is working and is, in general, functionally effective. Suggestions for strengthening the structures include securing more consistent attendance from representatives, drawing more deliberately on their expertise, and reiterating the respective roles and responsibilities of the JTT and the TWG.

3.2 The Jipsa concept and theory of change

3.2.1 Introduction

What kind of "entity" is Jipsa (supposed to be)? What is the underlying "theory of change" of Jipsa? Or to put it differently: What are the exact "problems" or "challenges" that Jipsa is supposed to solve and <u>how</u> is it presumed to effect these solutions? What does it mean to refer to Jipsa as an "initiative" rather than a "programme" or (large scale national) project? Is it a plan (even Marshall plan) or intervention that is supposed to have very specific, measurable outcomes and, if so, what is the time frame for achieving demonstrable effects? And is there a common understanding amongst the key Jipsa stakeholders of the Jipsa concept or are there in effect very diverse – possibly even contradictory – conceptions of what Jipsa is and what it is supposed to achieve?

These, and related issues, are addressed in this section. Our discussion of the findings from the stakeholder interviews is organized according to the following main headings:

- The Jipsa concept as exemplified in its operational process
- Explicating the Jipsa theory of change – the consensus view

- Criticism of the consensus view
- An alternative view

3.2.2 The Jipsa concept as exemplified in its operational processes

The Jipsa "founding propositions" emphasize that Jipsa is constructed as a joint initiative of the social partners, is focused on a limited number of 'priority skills', is based on the voluntary 'self-binding' of autonomous 'project owners' and generally involves a practical and problem-solving approach.

In order to give expression to these values and aims, the Jipsa "methodology" as stated in the official documents comprises the following:
1. To seek consensus between stakeholders on scarce and priority skills
2. Isolate, adapt and synthesize existing programmes and initiatives and fast-track these to meet priority skills demands
3. Identify new initiatives to address skills bottlenecks and skills gaps
4. Develop collaborative relationships in a multi-stakeholder environment, to achieve shared objectives
5. To identify short, medium and long-term interventions e.g. placements
6. To provide backward linkages which influence policies and legislation.

What does the way in which the JTT and TWG work tell us about the Jipsa methodology? In an attempt to make this explicit, an analysis of the different types of documents tabled at the various meetings of these two structures was undertaken – both in terms of the number as well as the type of documents.

The commitment of Jipsa to analysis and a thorough comprehension of the skills challenges threatening economic development is strongly affirmed by the volume of research and consultative documents tabled, being the largest proportion of documents by a notable margin (see Table 11 above).   It also speaks to the commitment to an evidence-based approach − not only for efficacy, but as an important tactic for asserting its legitimacy.

Planning as a category of documents is also well represented. The documents proposing the establishment of Jipsa, as well as those detailing its methods and operations, contribute to the high count here. A large number of these documents are in fact proposals and business plans for programmes to deal with skills development challenges, providing evidence that Jipsa is fulfilling its catalytic role, prompting the mobilization of agents and resources for action.

The reports category includes documents tabled by Jipsa participants with the purpose of informing others in the forum about their progress and achievements in addressing issues within their jurisdiction and relevant to skills development.

The analysis of the documents tabled at the JTT and TWG suggests that the methodology involves four discernible stages.

- The first stage involves initiating a broad engagement of the relevant social partners on a particular issue and these conversations are documented to some extent in the minutes of Jipsa structure meetings and events.
- In the second stage a case is prepared through an analytical process in which a problem is identified and dissected, often through research recommended by the TWG, approved by the JTT and commissioned by the Secretariat. Research reports are generated during this stage and their findings are used to inform and "persuade" social partners of the necessity for action and its direction.
- The third stage involves the planning of an intervention, programme or project including the assumption of responsibility for implementation by a 'project owner'. Business plans and proposals are often the documentary output during this stage.
- The final stage is represented in the documentary record by progress reports and involves the action of reporting back to the Jipsa organizational structures on the progress of the intervention.

The operational process "affirmed" by the document review is broadly accurate, but not definitive. Jipsa relies almost exclusively on project owners for implementation. Social partner assuming implementation responsibility may continue without submitting their planning to Jipsa and report back at the intervention's close. The operational process revealed in the document review is not formalized and social partners are not bound to it.

Table 12: Frequency of different document types tabled at JTT and TWG

Document Category	No of docs
Not categorized	2
Administration and Engagement	
Communications and responses	5
Matters for discussion	6
Background and Analysis	
Research and consultative documents (RCD)	35
Legislation and policy documents	2
Planning	
Strategic planning	6
Operational planning	5
Proposals and business plans	21
Reports	16
Total documents tabled	**98**

Early in its establishment Jipsa determined five priority skills areas to focus its activities on. These are:

1. High-level, world-class engineering and planning skills for the 'network industries' – transport, communications, energy
2. City, urban and regional planning and engineering skills
3. Artisanal and technical skills, with priority attention to infrastructure development, housing and energy; and in other areas of FET provision identified as being in strong demand in the labour market
4. Management and planning skills in education and health
5. Mathematics, science, ICT and language competence in public schooling

The degree to which the documents tabled at JTT and TWG align or deviate from these priorities seemed worthy of scrutiny. It is of course important to note that the frequency with which priorities and programmes appear in the document output is not necessarily or exclusively an indication of the favour assigned to it. It may also reflect a persistent, problematic issue or an issue of demanding complexity. And conversely, the absence of priority skills areas is not necessarily indicative of failure or neglect.

Table 13: Priorities and programmes emphasis reflected in documents tabled at JTT and TWG

Priority or Programme	Nr of Documents
Engineering	18
Graduates and graduate placement	15
Artisans	7
ICT	6
Importing skills	5
Business Process Outsourcing	4
Science and mathematics	4
Tourism	4
Planning	3
Skills development at local government	3
Biofuels	1
Funding	1

Engineering and the placement of graduates are the priority area and programme that respectively enjoyed the lion's share of attention in tabled documents. However, the graduate placement programme in particular, has had limited reach and impact to date, and is the subject of concerted revision. These results raise the question of whether, in some instances, Jipsa's limited resources are being optimally utilized for the greatest effect. In comparison, artisans as a priority area is consistently hailed as exemplary of Jipsa's ability to significantly influence progress towards achieving skills development objectives, and yet is comparatively poorly represented in the body of documents being reviewed.

It is reasonable to expect that over the course of Jipsa's implementation, the identified priority areas will each assume an appropriate primacy relative to the others. It appears, however, from a superficial overview of the material that areas not given priority in the planning documents of Jipsa have competed for and may have even usurped, in some instances, the focus initially intended for the identified priority areas. The focus on skills in tourism, for example, features somewhat unexpectedly, while the attention devoted to the planning profession has been notably limited. Funding, a key issue emerging in interviews and at the Jipsa bosberaad held at the end of November 2007, is not well represented in the current documentation, but is likely to become more pertinent as Jipsa enters a new term.

3.2.3 The Jipsa theory of change: The consensus view

One of the main aims of the interviews was to gain more insight and detailed understanding of how the different respondents understand and view the Jipsa concept and methodology. As one would expect from a diverse group of stakeholders, different understandings – both positive and negative – emerged from the interviews. However, perhaps surprisingly, something of a <u>consensus view</u> about how Jipsa has been operating crystallized from these interviews. We have captured this consensus view in <u>EIGHT</u> key propositions which are discussed and elaborated upon in the remainder of this section. In the next section we present the views of those respondents who disagreed and dissented from what we have termed the consensus view.

<u>Proposition 1:</u> *Jipsa as a "trans-departmental" or "extra-departmental" initiative can achieve positive results faster as it is not "inhibited" by the constraints of bureaucratic rules and procedures* **(Extra-bureaucratic)**

<u>Proposition 2:</u> *Jipsa works on the basis of (analytical) persuasion and general consensus* **(Persuasive power of research and analysis)**

<u>Proposition 3</u>*: Jipsa is a "nimble" solution that works around systemic blockages and avoids direct confrontation on policy debates* **(Trans - political)**

<u>Proposition 4:</u> *Jipsa adds value by focusing attention on specific skills challenges and then facilitating co-ordination to address the challenge* **(Focused, facilitative co-ordination)**

<u>Proposition 5</u>*: Jipsa's efficacy is dependent on people and, specifically, high-level leadership* **(Presidential) authority and leadership)**

<u>Proposition 6:</u> *Jipsa depends on the consistent and committed participation of all its social partners (dependent on high level* **(Consistent participation)**

<u>Proposition 7:</u> *Jipsa implies and depends on peer accountability for implementation by project owners* **(Peer accountability and joint ownership)**

: Jipsa was always intended to be a relatively short-term intervention and certainly not a new organization or institution

Proposition 1: Jipsa as a "trans-departmental" or "extra-departmental" initiative can achieve positive results faster as it is not "inhibited" by the constraints of bureaucratic rules and procedures (extra-bureaucratic and nimble)

The first proposition emphasizes that Jipsa is understood by many respondents to be an initiative that has to be located outside the normal departmental and bureaucratic structures of government. Its placement outside specific departments (such as Education or Labour) has two perceived strengths: it can act more flexibly and faster, and also take the stance of an "outsider". Being outside a specific department gives it the advantage of being meta- or rather trans-systemic: being able to look from outside and across the system (of skills issues).

> *So you have to have a mechanism that in fact [is] meta-systemic … you have got to understand the systemic bigger sense than simply the Departmental dilemmas … That has been the first thing I think that Jipsa has been able to do is to have a systems perspective at a national level, rather than a level of statutory body or (inaudible) or the Department of Education or the Department of Labour or that.* (Business)

By working extra-departmentally, Jipsa was understood as trying not to duplicate what is already in the system, but rather to overcome the compartmentalized nature of governmental programmes and interventions. An interviewee from business referred to these as the "*silos within government*".

Related to this is the fact that bureaucracies inevitably create barriers to fast implementation. Excessive rules and regulations simply mean that things take longer. A respondent from Government admitted that "… *we often are not able to do it and there are often stupid reasons of, … bureaucratic inertia or regulatory complications or, … people not making connections between different agencies and so on and … we have*

got a fairly good knowledge of what we had to do and that … the main purpose of Jipsa was to make sure that the things which we knew we had to do happened."

Further support was given for the idea that such an initiative would only work if it was cross- or trans-departmental (transversal) in nature. In addition – or perhaps by implication – it was argued by one respondent that it needed to be a flexible and "nimble" structure that could intervene quickly if and when required.

One of the recurring notions or metaphors used to describe Jipsa's work is that of unblocking blockages or bottlenecks in the system (this "plumbing" metaphor is consistent with the view that Jipsa operates at an operational level and not on the policy or systems level. As one interviewee put it: "… *the existing structures that were in place were not yielding sufficient authority to unblock those problems. And so it was agreed that you needed a high-level structure who could specifically focus on a few key issues which were causing blockages in the system and try look at how those could be resolved primarily through a process of working with the Departments that are involved in that processes."* (Other)

By removing the obstacles and impediments out of the pipeline, Jipsa would succeed in accelerating progress. Along similar lines, some respondents indicated that by focusing on possible solutions, rather than restating the (well-known) problems yet again, Jipsa it managed "*to release new energies*" in the system.

The view was also expressed that whatever format or location Jipsa would take in the future, it would still be important to have an entity that is not rule bound or subjected to excessive bureaucracy. This is an argument against placing a future Jipsa within something like a Human Resources Council, which may become an institution constrained by bureaucracy.

One interviewee feels that the real problem lies at a deeper level – the way in which the work has been "divided" between the Departments of Education and Labour. According to this respondent Jipsa is really an attempt to solve and address a structural problem in government and hence a new "institution" had to be created outside of these two departments.
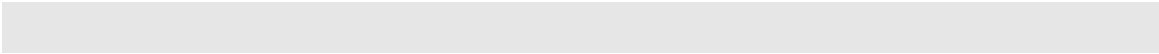
Proposition 2: Jipsa works on the basis of (analytical) persuasion and general consensus (Persuasive power of research and analysis)

Our analysis of the flow and type of documents in the Jipsa structures has already pointed to the strong emphasis on research and analysis as part of the Jipsa methodology. The role of Jipsa in gathering and – more specifically – synthesising existing information and knowledge, was recognized by most respondents.

The emphasis on putting the evidence on the table through systematic research and analysis is consistent with the "weak interventionist" philosophy that drives Jipsa. A basic premise of this philosophy is that ""knowledge is power" – it is better to persuade through compelling evidence than to threaten and coerce into compliance. An interviewee from the business sector argued that in the final analysis, Jipsa would be more effective and would achieve more through putting informed and evidence-based solutions on the table.

A number of respondents indicated that the emphasis on making research and analysis available has created a better understanding of issues and also contributed to open and honest discussions:

> *Well my greatest experience I guess was the <u>open and honest discussions and the</u> <u>fact that we could actually agree what was needed to be undertaken</u>. Now that to me was fantastic, because when you understand the problem and the magnitude of the problem, you are actually halfway to the solution … So to understand the problem and the magnitude of the problem was fantastic.* (Business)

One respondent indicated that he was of the view that a new debate has been started and that Jipsa has managed to "raise the debate to a new level". Another respondent indicated that Jipsa has managed to bring together role players and "forced them to talk to one another" and then jointly to "seek different ways of addressing the problem".

Proposition 3: Jipsa is a "nimble" solution that works around systemic blockages and avoids direct confrontation on policy debates (trans - political)

The cumulative effect of adherence to the first two propositions – working outside departments and emphasising the persuasive power of systematic and credible analysis and information – enables Jipsa to act in a more disinterested, non-judgmental and even a-political fashion.

> *… we have not come into any role, one role player in moralistic or judgmental way or in a ideological way or a political way. We have come in with a very clear concise, well-informed argument based on facts, based on evidence,… the first thing is that … I have been saying in the setup of some of these working groups or advisory groups is [that] I do not want dissertations, right, I do not want us to be overwhelmed with information; I want hard coded analysis in what is the problem, right, I do not want [to] see anything more or longer than 10 pages, because the problem can be stated in 10 pages [even though] there might be volumes of information and data behind it.* (Business)

The implication of its location, it is argued, also means that it can more easily take the stance of a "<u>disinterested</u>" observer. However, its placement outside a department does not mean that it can stand outside and pass judgment on current initiatives within the departments. It is understood that Jipsa has to remain non-judgmental at all times. As one respondent phrased it – "…. *that did not just mean telling them to do it and holding a stick over them; it meant actually giving them the space, the responsibility, the leadership, the ownership, to get on with it and do it, and then the trick lay in saying, well, how do we do that without just saying: 'Well we have asked you to do something; now we hope it is going to be done' and, you know, we walk away and assume the job is done …* (Secretariat)

Proposition 4: Jipsa adds value by focusing attention on specific skills challenges and then facilitating co-ordination to address the challenge (focused, facilitative co-ordination)

Given the wide range of challenges that the country faces in the terrain of skills development, it was always imperative that Jipsa would help to prioritize issues. Most respondents concur that Jipsa has in fact managed to focus attention on these issues and that is one of its demonstrable strengths and achievements.

Jipsa has in fact managed to prioritize the skills crisis and in some cases has been successful in identifying the specific problems and causes underlying these problems. As one respondent said – *"we always knew that the skills shortage is a problem, but what Jipsa did was <u>sort of enable the momentum and prove itself as a catalyst to highlight or heighten our attention"</u>.* It has brought a *"sharper focus in terms of the specific actions that they need to undertake to make the role of addressing cascades"*. (Other)

The greater focus and more concentrated attention meant that government could "fast track" interventions in this area. A metaphor that is frequently used by respondents, and seems to have become ingrained in the Jipsa discourse, is that of "unblocking the blockages" in the system.

> *So, for example, I think Jipsa was quite successful in identifying a number of areas of blockages in the suppliers fill. … I think they played a significant role in the work quota issues; they also played a significant role in the issue of apprentice … so I think the biggest success for me of Jipsa is … its ability to bring together all interested parties, around a common table, so that we could identify problems and issues and to find creative solutions. I think some of the things that Jipsa has identified is also a system [for] the Department of Education [to focus] its work in order to meet the short-term requirements …* (Government)

> *We just cannot do it like we used to and I think that was really what the emphasis was behind Jipsa; it was really to look at and to identify those constraints and to try and co-ordinate different players, different processes, different systems, to then remove that constraint if possible … (*Business)

In addition to prioritizing issues, Jipsa's function was also to bring government, business and other stakeholders around the same table: In order to perform its cross-departmental and even cross-sectoral role effectively, it would always be essential that very different role players would meet around one table to discuss how these "blockages" in the system can be removed. A number of interviewees commented on the fact Jipsa has managed to bring people together: "*it has instituted the fact that business,*

you know, played and, you know, government all sitting around the same table, around the same table. And that has never happened before." (Other)

> *I think it is <u>this coming together, this cross-sectoral action;</u> it has not happened before, as opposed to [the] silo action [with which] we have govern[ed] this country for the last 14 years … So for me … it probably happened in other areas, like … HIV/ Aids … So maybe there has been a lot of co-operation and stuff in that area, but in this area I think it is the first time. I think it is a huge – there is an achievement. (*Government)

By bringing all the role players together, Jipsa has also facilitated a social dialogue which is distinctively more outward-looking:

> *…. it was also intended to get the State to stop looking inwards on the skills issue, … very much [as] a supply [issue] … To open that up slightly to say: 'We think through dialogue with other social partners, or business primarily, but not only business, you would make the Education system more relevant by engaging those who are really generating, driving their demand' …* (Business)

> *And we were also not talking to one another trying to … have the same understanding of the extent of the problem and the nature of the problem; and I think what Jipsa or the joint initiative has done, [is] it has actually brought the role players together, forced them to talk to one another, taught them to have an understanding of the nature of the problem and then be able … to seek jointly different ways of addressing the problem …There should be more open dialogue … I suppose emerging successes maybe of Jipsa is that there is that more open discourse, which is more likely to lead to co-operation, and there are examples of instances of co-operation that without Jipsa would perhaps have been next to impossible …* (Academia)

By focusing and prioritizing certain skills shortages and challenges, Jipsa has managed to raise the level of debate and awareness of these issues on the national agenda. For some respondents an important gain has been the fact that these dialogues have created a new sense of ownership amongst all partners.

*Since Jipsa and through Jipsa there is a very interesting quality, now that
<u>Education and Training is now owned by the entire Cabinet, by the entire political
structure, by all portfolios, [they] know they have an input to make in the Education
and Training</u>.* (Government)

*… <u>there is an ownership that is starting to grow,</u> which to my mind is also part of
the great leadership … I think the person who have been the most or the
Department who have been the most … unforthcoming has been the Department
of Education. Labour was the same in the beginning, I have to say. Science and
Technology came to the party from the beginning, DTI was there from the
beginning, … and a number of the others, but certainly the Department of Labour
took long. But once … that sort of pro-activeness grew and that ownership started
to make sense to them, it was almost like they did not need much more − they now
walk that road sometimes not fast enough, but they are going there …*(Business)

Proposition 5: Jipsa's efficacy is dependent on people and specifically high-level
leadership ((Presidential) authority and leadership)

The Deputy President's leadership and the authority of her office were identified by a
number of respondents as crucial components in the achievements of Jipsa. Not only
has her leadership given Jipsa the required authority to enable it to do its work more
effectively; it has also raised the status of the skills challenges in the national debate.

*I think that tackling all problems is about leadership and to me [the first important
thing that] Jipsa does is [it allows the] Deputy President [to take] responsibility. The
first thing it does, is it raises the profile and it raises the importance to everybody's
mind …*

*Creating a focal point and bringing [together] all the information, and then you have
to take the first step and … then have to decide on implementation … if you run
anything, if you run Standard Bank, you have got to have a strategy … what are
you trying to do? Where are you trying to go? And a strategy leader who[se]
leadership has to set the strategy, which is what Jipsa is doing, okay? At the
bottom you have got to have the processes in place and then you are looking for*

something that will bring all these … together and that is the implementation … I think Jipsa is an excellent move, I think a great move by leadership … what is missing now is somebody has got to say: 'Okay, we have got all this, … we have got to keep our Matric going, you know the Department of Education is running that, … and now what we are going to do in order to give this thing wheels, we are going to choose X number which we are going to pull out of it and highlight, and we are going to drive it.' That is the missing piece in the puzzle … (Business)

… <u>And I think the DP's efforts as well have been really wonderful. I must say she has been able to raise a number of people – international people – to take the placements, but I think at a technical level we have got a bigger role to play and I feel it is us actually that … have not done our jobs</u>. (Other)

Proposition 6: Jipsa depends on the consistent and committed participation of all its social partners (dependent on high level (consistent) participation)

This proposition implies that Jipsa has to act as a facilitating or co-ordinating agency that brings diverse parties and interest groups together. The point that was made by a number of participants was that it was not merely the participation across various sectors and constituencies that was important, but especially "*the consistent participation by the business leaders …I mean those are a very busy group of people … Sitting there and you go through attendance registers; at every meeting there were say five out of the eight there. You know every meeting had the weight, … it is always pushing for more, we want faster what can we do, etcetera. I think it just brings a weight, it is not just a Government to Government discussion.*" (Business)

It is when you engage them, for example, to be able to go along with Labour and Education, we had to do a number of things in between meetings. <u>Going to them, talking to them, sending a clear message, reassuring them. And they need to see that if we work together we can do much better.</u> (Other)

Clearly a trans-departmental (but at the same time "integrative") new structure (such as a Human Resources Council) would eventually be required to play this coordinating function (if not agency) to address the skills challenges of the country.

Initially there [were] talks about a Council, to establish a Human Resource Council in South Africa, and I believe that may still happen. I know it is in the thinking of the current Human Resources Strategy and the Minister of Education has ideas around that, so I believe that was already in the thinking then, but what we proposed at the time, and what was debated; and obviously in the end a very different idea to what we initially put forward, but I still think it was the right idea. The concept is right – … Education and Skills … needs to be integrated in South Africa and we have not got the systems to make that work. <u>We also do not have the inter-connections to make that work and this is not only on the side of Government, I have to say that.</u> (Business)

Although the need for an agency (such as Jipsa) to co-ordinate initiatives in the skills domain is generally recognized by most interviewees, there is also a fair degree of consensus that there is no need to create a new body or office (such as the previous RDP office). In fact the failure of the RDP Office concept was cited by a few respondents is sufficient reason not to go down this road again in the skills area.

… the RDP Office was also set up to project manage and it was then pushed aside and it became one of these … co-ordinating bodies, and my sense is that the question that you have got to ask yourself is: 'Do you need an additional monitoring thing?' (Other)

Proposition 7: Jipsa implies and depends on peer accountability for implementation by project owners (Peer accountability and joint ownership)

The notion of peer accountability as a way of working – partners who are in this together holding each other accountable – is a necessary "ingredient" of the Jipsa methodology since the initiative does not have any legislative authority to enforce its views on the different partners. This is described as a "soft" way of working as it requires mutual trust and respect and not a strong oversight or monitoring function by any single person (e.g. DP) or body. It was generally recognised that Jipsa has no specific legislative authority to enforce its plans, but could only work through existing departments and project owners.

But there is no legislative format that would give it the powers to say that you can do this, you can go beyond Labour and … so what would happen in most instances will be when … Jipsa says: 'No, the Department of Education is not doing well on this, [the] Department of Labour [is] not doing well on this', they would rather stand up to defend themselves … (Other)

Proposition 8: Jipsa was always intended to be a relatively short-term intervention and certainly not a new organization or institution

A similar position is reflected in comments made about the need for an organization that would implement a National Human Resources Development Strategy in the quote below. This respondent also makes it very clear that Jipsa was always conceptualized as a relatively <u>short-term catalytic intervention</u> and not a more permanent structure or institution.

…so we thought <u>Jipsa is going to be [a] catalytic project, it will not continue in its current form forever, maybe for three years</u> … We originally thought 18 months or three years, but at some point it has got to be taken over by a long-term institutional structure … I think from the start, because of the Cabinet position that has already been taken that most of the functions of Jipsa that was still valid at the end of Jipsa's lifespan, would be picked up by the National Human Resources Development Strategy … (Government)

Jipsa is able to mediate the immediate crisis or identify the immediate blockage areas … <u>However, if those, I mean in order for the NHRD, if those blockage areas begin to show, then there needs to be systemic changes, and you know policy changes – that is where the NHRD can undertake on this particular tasks, because in the medium to long term we can then deal with it</u> so … what I am saying is I do not see the DOE or the NSR … run around trying to get Welders or Engineers, but what it could begin to do is to identify whether those particular needs that are identified by Jipsa has been something that has been left out of the NHRD. So that we can put an institutional policy plan in place to be able to address those blockages in the system, I think that makes sense … (Government)

One could argue that if the existing institutions (from the SETAs through SAQA through to the relevant government departments) were working effectively and optimally in addressing the skills challenges of the country, it is debatable whether an initiative such as Jipsa would have been needed. In fact, this was put forward as a possible reason why there would invariably be criticism of the NBI (or any organization) that would be established as the mere fact of Jipsa is to some extent an admission of failure in the system.

At least one respondent was of the opinion that a very different structural arrangement is needed in order to solve the co-ordination problems that Jipsa are attempting to address. The solution that he proposed would involve taking "*the training stuff out of the Department of Labour and put it into the Department of Education; then you would be left with the question of do you keep Higher Education there or do you move Higher Education into Science and Technology or what do you do? So that is one option – you could restructure in a way to reduce the co-ordination problems. Within Cabinet another way of doing that would be, and that is the way that I would do it, would be to have a Senior Minister of Human Resource Development and then to have Science and Technology training without the Industrial Relations part (inaudible). They can go somewhere else or with it and then all the different parts of Education falling under a Senior Minister and then a number of responsible Ministers who would report to that Senior Minister and that implies a Cabinet structure that is different from the current one, where you have two tiers of Ministers that is actually like the system that they have in a number of Far East Countries.*" (Government)

3.2.4 Critique of the consensus view

Alongside the consensus view outlined in the previous section, other perspectives were expressed on specific elements or "propositions" of the consensus view. These respondents do not necessarily reject the consensus view, but have different views on specific aspects of the approach. In the following section we present the alternate viewpoints of this small minority of respondents.

On the ability of Jipsa to work effectively across departments (Proposition 1)

A number of interviewees expressed the view that Jipsa's overall rate of progress is slower than they hoped for. One of the more recurring reasons offered for this "slow" progress is the entrenched interests of certain social partners. For one respondent the "*lowest point is the length of time we have taken to get the Department of Education into a fully fledged partner in the programme".* In fact, a number of respondents referred to "the territoriality" of specific departments, which they perceive as manifesting resistance – at least initially – to co-operate fully with Jipsa.

> *…. people are very protective of their territories. When you begin to raise those things their initial reaction is that you are intruding. We are specialists in this field, and who are you, until you persist and engage them.* (Other)

> *… I feel that Jipsa has not achieved as much as it could have, because people would go into their cocoons in Labour and Education and so forth, so I think that for me that would be my biggest criticism – that I think the inter-personal interactions were not managed soberly …* (Other)

> *… part of the difficulty is that whether you like it or not, Jipsa has turned into an identifiable body … with a link to the Presidency and the Deputy President's office – that is the first thing and the second thing … there is no easy way to tell a Government department that this is the way we think things should be done … So in other words, if Jipsa goes with a plan on Artisans and you are the DOE representative, I am implicitly telling you that as Jipsa this is what we think … you should be doing … It can be a very difficult conversation. It can be a co-operative one and at the worst of times it can be just a conversation that gets stonewalled …* (Academia)

The recurring mention of territorial images – "intrusion in my area", "protective of my domain", "go into their cocoons", "getting stonewalled" – points perhaps to one of the biggest challenges that Jipsa had to face: how to overcome the very natural and expected resistance to outside "intervention", expressed by specific government departments. At least one interviewee was of the opinion that the departmental positions were so entrenched that they could not be persuaded to cooperate.

The Department of Education was totally responsible for the fact that we had poor performance in the universities, but their guys were not going to co-operate. So a lot of NBI time was spent basically trying to make nice with the Department of Education …And nothing was achieved because the Department of Education had their views and they would not allow anybody else to do it. Now this is where, if you are Deputy President, you step up to the plate and you slap somebody around … Because if you do not do that they are going to slap you around, and that is effectively what happened. So in terms of [the] Department of Education, they ultimately prevailed … and then the same thing happened with [the] Department of Labour. The proposal around the artisinal skills and that got nowhere, because the Department of Labour did not want it to go anywhere … we never made any progress in trying to bring in more skills, the Department of Home Affairs managed to block everything … So you know as a Jipsa Task Team, you know in every instance, I feel they have dropped the ball … (Other)

Even representatives from government commented on how it protects its own territories!

That our political leaders are playing games, and secondly, we lack courage … we had a problem with intervention between two of our Departments, so I called a workshop specifically to address that problem, to say, what is the problem we are addressing. So I think that Jipsa was really a very good useful tool … so I think that is a very good lesson that in future when we have problems, let the … attention [be] given to a problem … whether far reaching or not, but it means you have made some progress. The second … key lesson is that you know political ownership at a higher level actually is very crucial … I would say that you know with bringing [in] external help now and then helps, because I think Government could not afford the type of intellectual capital and emotional fortitude that needs to be brought to the table with the problem at hand and (inaudible) so it shows that open one sales arm to evaluation capacity and so on (inaudible) because <u>sometimes we tend to run into our own little corners and protect</u> … (Other*)*

Some of the interviewees who alluded to resistance to outside "interference" and the entrenchment of territorial imperatives, also wanted Jipsa to take a stronger and more

interventionist approach. Others acknowledged that these positions are so deeply entrenched that the "softer" approach by Jipsa was in fact the only logical one.

On research and analysis (Proposition 2)

Although the majority of interviewees applauded the analytical and evidence-based approach of Jipsa, a few respondents were of the opinion that the research that has been done was not necessarily effective in forging a shared understanding of the underlying causes of the skills shortage in the country.

> *What frustrated me personally about these solutions is that the solutions were not rooted in the understanding of the problem*. (Government)

> *What might have happened, what the Secretariat might have done, is to have lead everybody into an analysis of why … the current situation and then understanding of why things are the way they are, because then you might have come up … with a really creative set of solutions.* (Government)

At a slightly different level, some respondents felt that not all of the analysis conducted had been converted into action. One respondent would have liked "*to see Jipsa having more direct influence on what the stakeholders do".* Another commented on the fact that Jipsa did not get to the *"execution of the plan stage".* One respondent, who was very critical, indicated that he thought that all of the available information and analysis – however good and appropriate – took so long to produce that it became redundant: "*you can have this fantastic analysis, but it is too bloody late"*

On peer accountability (Proposition 7)

Although the idea of a type of self-regulatory framework for Jipsa, where all partners take joint responsibility and enforce a kind of peer accountability amongst themselves, was generally seen as the appropriate approach, some respondents indicated that they were not convinced that this is in fact a feasible philosophy. Amongst these respondents, a few pointed to Jipsa's 'lack of teeth'. It was generally felt by these respondents that some formal mechanism for accountability would significantly enhance the effective functioning of Jipsa.

For me it is too, what shall I call it, it is a bit too loose, right now, and I am not saying that it must be an authoritative structure. (Other).

But it should be guys like us, [that] figure this whole thing out properly − how does this whole thing line up with [the] Education Department and Labour and how does it all work; and let us make certain, let us get the problem fixed and let us get on with it … How do we do this? … but we could get that moving a lot faster, even if we had some pressure in the system … (Business)

In one case it was felt that Jipsa lacks formal authority and this makes its ability to deliver subject to a broader political landscape that encompasses Cabinet and the political contests at the highest level.

I think there are some problems in, you know, not taking the bull by the horns, and in my mind, when you are talking to [the] Minister of Labour and his view of Jipsa is that is what he thinks it is, they should sort out this buggers in the Education Department, they are not doing their job, yes, you know and until that is not sorted out then he cannot get on. (Business)

The three clusters of criticisms presented above, refer to specific aspects of the consensus understanding of the Jipsa theory of change. At another level, one finds a set of concerns that are directed at the underlying theory of change. This group of interviewees – although in the minority – is vociferous in its criticism of what it regards as a "weak interventionist" approach to the skills problems in the country. These respondents work with a very different model – a strong interventionist approach (as exemplified in Marcus's idea of a Marshall Plan) – which is outlined below.

3.2.5   An alternative view

The proponents of stronger intervention cited the following concerns about the 'soft touch' theory of change:
- They believe that Jipsa is ineffective at delivering real change and question whether research and strategic planning outputs should be considered measurable outcomes.

- They argue that there is a gap between the research and planning activities of Jipsa, and the actual implementation of programmes.
- They also believe that by forgoing authoritative, consequential accountability for voluntary participation from key participants and the persuasive power of leadership, Jipsa does not really have the power to achieve its stated outcomes.

Where the standard Jipsa model advocates a facilitative and catalytic approach to change, the alternative model is one of stronger intervention that argues that "radical surgery" is needed. This is especially the case as far as the SETAs are concerned. It was also suggested that Jipsa needs more teeth: *How the teeth are going to be I am not able to tell but it must be able to bite and then force, you see everything that can generate good thinking, I mean should be given a chance to enforce that, though not everybody is going to see things at the same time …*(Academia)

A similar metaphor was used by another respondent:

> *You bring up an interesting tension in Jipsa, because this is something that people talk about a lot, you know, when we discuss Jipsa is this issue of authority and accountability and action …How they relate to one another, and I think you have begun to articulate that middle ground where it is not about creating an Agency with the authority of the line function …But it is about giving Jipsa a little bit more teeth maybe …so that they are able to facilitate better otherwise …* (Other)

Other disappointments expressed include a view that Jipsa lacks and has lacked focus from the beginning, and another view that Jipsa was ultimately no more than business as usual.

> *So I just think that was the real problem from the start, is that Jipsa never really had a clear focus, I mean Asgisa did not have a focus. Jipsa being associated with Asgisa, did not have a focus, except for these baby things that we want to address critical skills …* (Other)

> *You know my concern is that it never got off the ground, it never reached cruising height. I got involved because I think they were desperate for some action last*

year, in the middle of last year, they have been faffing around. And a lot of those proposals were totally worthless, but there was no screening out at what was good and bad, it was just this whole process. I mean I think the NBI were good at managing process, in other words, there is a meeting now, there is another meeting, there is this meeting at this level, there is another meeting at that level, there is a (inaudible) yes NBI was excellent at managing that, but the actual content was totally, it was never a very clear idea of what the purpose of Jipsa was. (Other)

Jipsa was meant to be an intervention − not another agency or institution. However, one of the most critical respondents was of the opinion that the memory of the failure of the RDF office is still active and constrained this attempt to launch an inter-departmental (even trans-departmental) initiative. In his view, Jipsa erred by being too "soft" and non-interventionist, an approach that reduced its impact:

….the failure of the RDP Office, is I mean you know it is once bitten twice shy I guess, and you are very nervous now by putting in a new structure or a new agency, and in fact (name withheld) at the Bosberaad was saying exactly that, do not turn Jipsa into an agency. You alienate everyone and funds sit there doing nothing. So how do you, you know you have got, now you have got this Jipsa entity that is trying to make some headway, but it is being very strictly delineated in terms of its authority, it does not have any effectivity and part of that reason is the failure of the RDP Office and those sorts of experiments … I do not believe the soft touch co-ordination function works. It has not worked for the policy unit, it has not worked for Asgisa … But I mean so knowing that, that you could not just be more business as usual, Asgisa and ultimately Jipsa were business as usual … (Other)

A contrary view from another respondent was that that the "soft" approach at least prevented Jipsa from making foolish mistakes!

… and I think where Roy Marcus is correct is that there has not been enough energy and enough focus. You know now, what scares me about what Roy Marcus was saying, is that if there had been energy and focus and he had been giving the focus, we would have been in deep … because he is just going totally in the wrong

direction … And so that is probably the only defence of the softly-softly approach, is it has prevented us going down some really crazy, bad roads … (Other)

Another concern expressed was a perception of a lack of effectiveness on the part of the Presidency:

I mean, if Jipsa had any power or any influence at all, both those three Ministers would be out. ... Again, that is the same weakness of Jipsa and Asgisa … there is only so much you can, so much expectation you can create, and if there is no delivery, your credibility is shot. You know, so I think Jipsa and Asgisa sank partly because the whole Presidency was inefficient. (Other)

In summary, the alternative viewpoint expressed by a small minority of respondents is that Jipsa should be a kind of a mega-project (like the Marshall Plan). Instead of seeing Jipsa as a facilitative and catalytic initiative that should mediate in existing departmental processes (to speed them up, to bring a sense of urgency and in general to achieve greater across the board ownership), the alternative model emphasizes the need for performance, measurable deliverables, roles and accountability when talking about Jipsa's mode of operation.

And that is part of it that is very frustrating - sitting on a Technical Working Group in Jipsa. It is probably one of the most frustrating experiences; lots of Executives will turn around to you and say to you: 'This is in fact scary.' So we are going out making some public utterances that these are the kind of deliverables, but nobody, and the Deputy President in particular, is going to be found incredibly wanting, because somewhere she does not have either an understanding or in fact the power to actually turn around and say to them, like you would run your own business, what <u>are in fact the measurables and how are we going to performance manage this system … So in all of these things there, you know the first thing is a performance management process and really putting down what the territories are, what the roles are and what the accountabilities are</u>. Because when you talk about territories – how you remove the fuzziness between Labour and Education. How do you in fact talk about SAQA, which in fact spans both Labour and Education? I mean it, is just incredibly scary. It really is scary. (Academia)

So you know it really gets back to what I was trying to say and what I have said to the Deputy President – this business of having one co-ordinating body, the fact that addresses a critical crises in the country, is the way the new industrialised countries actually did it … <u>I have studied Singapore, Malaysia, Hong Kong, Taiwan and Japan and what is interesting is that they realised that economic growth is completely contingent on the development of the skills programme or a relevant skills profile … and they went into effectively their own Marshall Plan and it was headed up by the Presidency … they had a co-ordinator there who in fact actually sat down and said: 'You know, what the Deputy President needs is this co-ordinator. It is a Project Manager</u> … It is person who turns around and says here are all the inputs, there are the delivery arms, and I need to just tell you something; I need to link those to there and in fact we need to in fact have an agreement that every six weeks we are going to review progress.' (Academia)

This concludes our discussion both of the specific critical points that have been directed at the Jipsa theory of change as well as the alternative model that was suggested by a small group of interviewees.

3.3 The achievements of Jipsa

3.3.1 Accelerated training of 50 000 artisans

The shortage of skilled and experienced artisans in the country was identified by Jipsa early on as a critical constraint to economic growth. Through rigorous research and consultation, Jipsa was able to quantify the shortage of artisans in the country as well as identify critical blockages within the system that impacted negatively on artisan development and training. To this end, Jipsa worked closely with the departments of labour and education over the past year, as well as with stakeholders such as organised business, organised labour and the provider community, to fast-track the acquisition of artisans in the country. We summarize the main achievements thus far in Table 14 below. The table distinguishes between five types of achievements or results:

- Research commissioned and conducted

- Agreements reached amongst all partners (usually on the basis of research conducted)
- New regulatory and legislative frameworks enacted
- Allocation of new or re-directing of existing financial resources
- New (spin-off) initiatives or projects.

Table 14: Achievements as far as artisan training are concerned

(Source: Jipsa Annual Report 2007)

Accomplishments (deliverables) in terms of:				
Research commissioned and conducted	**Agreements brokered reached**	**Legislative and regulatory frameworks**	**Budgets and allocations**	**New initiatives and projects launched**
Report entitled : "*Increasing the supply of artisans by 50 000 in 4 years: A Jipsa Programme of Action*"(October 2006)	Four artisan training routes agreed to by all stakeholders. Gazetted on 14 December 2007 for 60-day public comment period.	Draft Skills Development Amendment Bill, 2008 drafted to strengthen policy for artisan development and repeal balance on Manpower Training Act, 1981	SETA funding and training SLA targets revised to register ± 18 000 artisans in 2007/08 and ± 20 000 artisans in 2008/09 financial years. 9 000 artisans registered by Setas in nine months for 2007/08.	Pilot project established with safety and security sector to determine provisioning capacity for training and assessing of artisans within Defence, Police and Correctional Services.
	List of priority artisan trades reviewed and confirmed with Seta's.		The National Skills Fund (NSF) allocated an additional R300 million for the training of a further 7 350 artisans.	Employers and the National Business Initiative (NBI) have launched the Technical Business Skills Partnership, which aims to increase artisan training in the country.
	The quality-assurance role of the Institute for the National Development of Learnerships Employment, Skills and Labour Assessment (Indlela) has been agreed upon and it is now positioned as a national artisan moderation body within the Skills Development Amendment Bill, 2008.			Scarce skills quota list published by the Department of Home Affairs includes scarce skills artisan trades to allow immigrants to enter the country to source work as artisans.
				The New National Certificate (Vocational) was implemented in FET colleges from January 2007 to support artisan-related learning.

The majority of respondents agreed that Jipsa's achievements in the domain of artisan training have been impressive. Although the comments were not necessarily at the same level of detail outlined in Table 14, the responses were mostly positive about artisan training. Respondents indicated that the programme of action that was devised (dated October 2006) to increase the training of a desired target of 50 000 artisans has been a clear achievement on Jipsa's part.

And they were seeing artisans as one of an array of issues which they needed to address, and not particularly more important than any of the other issues. I think what Jipsa has done, by focusing on the skills which are really key for 6% economic growth, they have managed to get a stronger focus than would have otherwise been in place … they facilitated or enabled a prioritisation which … I think is important, because that is what being strategic is all about, is it not? (Government)

I think the way he chose to operate was appropriate and not create another committee, because we had had a committee before, which I though actually did not work. Let us just do a few things that can yield results, and I think they have been successful … like say <u>the artisan issue; we have not got 50 000 Artisans trained yet, that is going to actually take about four years, but they have created a campaign … they have intervened at the attitudinal level and created a new climate</u>*. So it is influential, because of the Deputy President and the Ministers that are … basically … pushing the whole Asgisa and Jipsa, so the country has been listening … so it is a campaign, it is a vision, we have got to take training seriously*. (Government)

I think … the progress that we have made in improving the environment for the production of artisans is very significant, we still have not finished the process, but it is very, very promising; and you know I think both in terms of the … decisions that the Department of Labour made to basically direct the SETAs to allocate resources, the pathways that have been developed and ultimately the extension of the tax incentives that are available for learnerships to artisans … I think we will make quite a powerful package and pose quite a significant shift. (Government)

Although it would be wrong to attribute the achievement of the acceleration of artisan training to Jipsa alone, some respondents believed that Jipsa did provide the impulse and impetus (that is what a catalytic agent does) to set in motion or at least accelerate existing initiatives in order to get a quicker result.

> *It was not Jipsa, now you have got to be careful, I mean, that is a problem, was it Jipsa alone? Can you attribute everything to Jipsa or is it a combination of Jipsa, DOE or is it DOE alone? And I think that is hard, but having worked with the team for a long while, I mean, I find it very hard to believe that anything to do with artisans, SETAs, engineers and the like had no impact by Jipsa … Yes, and that precisely, because … if you look at specific examples, let us take artisans. Right, I mean Jipsa, you know the language is important, Jipsa is not going to produce artisans, right, … but Jipsa provided the impulse through sitting with the DOE, DOL various documents that were produced, you can trace them. Discussions within JTT, the five-pager that all the Ministers agree on at JTT, all those sort of bring to the fore and sift out all the rubbish that does not need to get done and say, well artisans we think is a key area and these are the steps that we need to follow. There you go DOE and there you go DOL.* (Academia)

3.3.2   Increase in number of engineering graduates per year

Jipsa's Terms of Reference refer to "high-level planning and engineering skills for the network industries" (energy, transport, water and communications) as one of the five priority skills areas that it is to address. The distinction between "engineers" and "high-level planning and engineering skills for the network industries" is made on the basis that there is a difference between the routine-applied skills required by engineers in general and the high-level, analytical and systems-thinking competencies required in the network industries. Jipsa proposed the following three strategies to increase the number of practising engineers in South Africa:

- increasing the number of practising engineering graduates;
- ensuring that a higher number of engineering graduates register as practising engineers;
- retaining engineers, re-employing retired engineers and removing the blockages to importing experienced engineers.

The progress made thus far in the attainment of Jipsa's objectives for increasing and retaining more engineers are documented in the 2007 Annual Report and are summarised in Table 15 below.

Table 15: Achievements as far as engineers are concerned
(Source: Jipsa Annual Report 2007)

Accomplishments (deliverables) in terms of:				
Research commissioned and conducted	**Agreements brokered and reached**	**Legislative and regulatory frameworks**	**Budgets and allocations**	**New initiatives and projects launched**
Increasing the supply of Engineers and Built Environment Professionals, Technologists and Technicians (Oct. 2006) *Increased engineering graduations* (Lawless, Nov. 2006)	Department of Education's enrolment planning forecasts that total engineering graduations will rise by 500 by 2010, to about 2 000 p.a.	ECSA is strengthening the candidacy phase and registration of engineers.	The Department of Education provided R48 million in 2006 to improve pass rates and graduation rates; R439 million committed over the period 2007 to 2009, largely towards improved teaching and learning infrastructure.	The Department of Home Affairs has published a revised scarce skills list, and is actively promoting this abroad, in collaboration with the Department of Foreign Affairs.
Revised Proposal for the Acquisition of Engineering Skills (Nov. 2007)				The Department of Home Affairs has set up an information desk to assist with the importation of skills and has also published a pamphlet on the quota permit.

Respondents are unanimous about the success of Jipsa in the role it has played in brokering agreement about the need for increased numbers of engineering graduates (at least 500 per year more initially) in the system.

> *But you say short, sharp, immediate successes, what are they? What can we do in the next three to four years? How do we ensure that it is done? So, immediately upon beginning the discussion, I called in the Deans of Engineering. I said: 'Right, we need [to] expand. You run the Engineering Faculties, what would you need if you were to expand and what kind of spread can you take … You know what is your kind of maximum. Are you at your fullest point now, or do*

you have room to maneuver?' And they said: 'Oh okay, we will work, but we need more money.' And I said: 'No, do not worry about what you need. Just tell me what you can do. The country needs more Engineers. … think about it and come back and tell me what you are able to do and what it would take, and I will then consider it.' They went away [and] a few months later they came back [and] presented … their thoughts and I looked at it and I said: 'Oh, alright, Pretoria you train so many more … Wits, you do that, I will find the R400 million.' And that was the impact of Jipsa. (Government)

I serve on the Technical Working Group and their notion of a pipeline is a very useful metaphor, even though people may accuse us of being very technicist and mechanic and all that … one can embroider on the notion of a pipeline. It is a system and when you look at a system, then you say: 'What influences that system, where are the deal breakers, where are the kind of dysfunctions?' And sometimes it is dysfunctions and sometimes it is blockages, <u>sometimes there is a lack of something in the system. And Jipsa, using the notion of a pipeline, and they use it very successfully in the artisan pipeline and the engineering pipeline</u>. And they have been able to move things along in that kind of way. So the notion of having a systemic approach to a limited set of problems that has been very successful, and so on the artisan pipeline they have moved things along, <u>on the engineering pipeline they have moved things along</u>, … you see there is progress, but we do not have more engineers and we do not have more artisans … one understands that if this momentum is followed, then you will get those desired outputs. You will get an increase of engineers coming through the system … (Government)

However, in this area there seems to some skepticism about whether the university system has the capacity to deliver on the targets that have been agreed in respect of producing more engineers. One respondent from a parastatal organization pointed to generally poor conditions (low salaries, exhaustion and stress) within the higher education system and questioned whether such an overburdened system would be able to rise to the challenge of producing more engineering graduates within the time frame set. An equally pessimistic response came from someone in the business sector who is of the view that the targets are simply unrealistic:

… the engineering one is a classic example of when Jipsa said, and I think that you even have to bring the language in … in some of the earlier documents where they say 1 000 additional engineers by 2010, right? And this is where I think (name withheld) which said: 'You guys are mad, because even if you had started in 2007, there is no chance in hell that you would have one engineer practicing [and] working in the economy by 2010. Absolutely no chance: 2007, 2008, 2009, 2010, what you are likely to have is that that person would not even have registered [by then] …. (Business)

3.3.3   Other achievements

The Jipsa Annual Report for 2007 lists a number of other milestones that have been achieved. In the majority of these cases the achievements either refer to studies and research that have been commissioned or conducted, that confirm the nature and extent of the challenge in a particular area; alternative they refer to agreements that have been reached with the key role players. In none of these areas are there the same kind of tangible results as have been achieved in the fields of artisan training or increased numbers of engineering graduates (for example new legislative or regulatory initiatives or new funding allocations). This is most likely the case because efforts made to achieve these results are more recent than is the case for artisans and engineering. This would also explain why these areas do not have high saliency amongst respondents who – with few exceptions - did not mention any of these accomplishments when interviewed.

Table 16: Table of reported milestones achieved

PRIORITY AREA	MILESTONES ACHIEVED
High-level engineering and planning skills for the network industries Ensure adequate supply of high-level engineers in the workplace.	. Two concept papers developed that raise important questions that need to be answered in order to ensure that South Africa has the necessary knowledge, capacity and skills to plan for the long term future of the country (30 years and beyond).
Planning and management capacity in the public health system Strengthening the planning and management capacity of the public health sector.	Jipsa consultations have confirmed the challenges in planning and management and highlighted other issues, notably the funding of the public health system. The Department of Health has given Jipsa the opportunity to address provincial heads of health departments and agreement has been secured to engage further
Planning and management capacity in education Strengthening the planning and management capacity of the public education sector	The Department of Education has requested Jipsa cooperation regarding the development of proposals for an HRD Council. The following has been agreed: »» the Department of Education's planning section has joined the Secretariat »» the planning section is represented on the Reference Group overseeing the review of Jipsa »» Jipsa has facilitated the establishment of a critical readers' group, to comment on the HRD proposals, concepts and reports.
Mathematics, Science, ICT and	Proposal submitted to the Department of Education, for support of the Dinaledi

communications in schools Improve the quality and expand the pool of Mathematics Higher Grade and Science outputs.	school initiative and agreement reached that Jipsa should identify complementary Mathematics and Science initiatives.
Biofuels Determine skills requirements for second economy farmers.	The Department of Minerals and Energy has finalised the National Biofuels Strategy. Research commissioned by Jipsa has confirmed that biofuels production by second-economy farmers is indeed viable.
ICT Identify skills requirements and constraints and determine ways to address the skills shortage.	High-level analysis completed of the ICT sector and its priority skills requirements.
BPO Support the Monyetla talent development initiative and report on progress.	Jipsa has been invited by the departments of labour and of trade and industry to participate in the National Talent-Development Committee for the BPO sector. The target to train 1 000 learners has been agreed upon with R17,1 million allocated to the Monyetla initiative. Contracts have been awarded to employers, recruiters and trainers to pilot Monyetla.
Town and regional planning Strengthen the town planning function	Blockages in the system identified and recommendations made to address the constraints A working group consisting of key stakeholders has been convened to prioritize and drive forward the recommendations contained in the report R5 million allocated by LGSETA to fast track the definition of planning competencies as well as for bursaries and work placements in local municipalities.
Technicians and Technologists Ensure an adequate supply of technicians and technologists in the workplace	A report received that highlights constraints to the acquisition of technicians and technologists The report and its findings have been endorsed by Jipsa structures and agreement reached that a working group be convened of stakeholders to address constraints and blockages (learner throughput, work placements, progression and articulation, and utilisation of technicians and technologists in the workplace)
Tourism Improve the level of skills in the tourism sector through improved co-ordination and support	DEAT have developed an Human Resource Development Strategy for the tourism sector and this is currently being tested with stakeholders. Two international tourism experts have been contracted to provide input and comment on the strategy

Concluding assessment

Jipsa was conceptualised and designed to address a critical, pervasive and persistent challenge in current-day South Africa: the lack of sufficient skills in key areas of the economy and society. In addressing this challenge it not only had to consider solutions that would overcome the legacies of apartheid and the impact of globalisation on labour markets worldwide (including continuing brain drain from developing countries and emerging markets), but also the challenges of working within an existing institutional landscape (different government departments with their respective territorial responsibilities) that could easily impede any significant progress.

The methodology that Jipsa adopted emphasised constructive engagement and dialogue within a multi-stakeholder partnership framework. It also placed the value of research and analysis in an evidence-based approach at the forefront of problem

diagnosis and the charting of new programmes of action. Peer accountability was institutionalised and strengthened through the authority of the President's office.

Although there was a minority view among the respondents that this methodology is too non-interventionist and not sufficiently directive, our assessment is that a strongly directive and interventionist approach might have led to short-term gains, but could also have entrenched resistance and a sense of territoriality. A methodology that did not give due consideration to the best available research and intelligence could have turned out be shortsighted and could have led to wasteful and spurious initiatives.

Jipsa established a new kind of partnership that is more than a typical partnership between government (public) and business (private). Through the involvement of academics, research consultants, civil society and labour, Jipsa produced more than a standard public-private partnership. It managed to bring together very different actors with very different agendas, interests, beliefs and values to address the national challenge of scarce skills. The dialogues that were facilitated, the agreements brokered and ownership created are therefore significant accomplishments in their own right and, in our view, as important as the tangible results achieved with regard to artisan training or engineering graduates.

In the final analysis we believe that the review provides ample evidence that the methodology (and underlying theory of change) that Jipsa followed was the most appropriate approach to achieve its goals. It is highly unlikely that the intangible or tangible results achieved would have been accomplished either through a more interventionist approach or through the establishment of a new structure (council or office).

It remains important, however, that the Jipsa approach be applied consistently across all remaining areas of engagement. It is also essential that the gains that have been achieved be secured and further monitored to ensure effective delivery on those areas.

Reference list

Arvanitis, A. (2002) *Foreign Direct Investment in South Africa: Why Has It Been So Low?* In Nowak, M. Ricci, L. A. (eds), Post-Apartheid South Africa: the First Ten Years, International Monetary Fund, available online at http://www.imf.org/external/pubs/nft/2006/soafrica/eng/pasoafr/ as of 10 May 2008.

Badroodien, A. (2004) *Understanding the size of the problem: the National skills Development Strategy and enterprise training in South Africa*, in Badroodien, A., Kraak, A., McGrath, S. & Unwin, L. (eds) *Shifting the understanding of skills in South Africa*, the HSRC Press, Cape Town

Bernstein, A. (2007) Skills shortage pushes prices up. *Business Day* June 14

Bhorat, H. (2000) The impact of trade and structural changes on sectoral employment in South Africa *Development Southern Africa*, 17, 3: 437

Bhorat, H. and Hodge, J. (1999) Decomposing shifts in labour demand in South Africa. *South African Journal of Economics*, 67, 3: 348-380

Bhorat, H. and Lundall, P. (2002) *Employment, wages and skills development: Firm specific effects – Evidence from two firm surveys in South Africa.* Development Policy Research Unit: Working Paper No. 02/68, Cape Town

Bhorat, H. Meyer, J. Mhlatsheni, C. (2002) *Skilled Labour Migration from Developing Countries: Study on South and Southern Africa.* International migration paper no. 52, International migration programme, International Labour Organisation, available online at http://www.ilo.org/public/english/protection/migrant/info/imp_list.htm as of 10 May 2008

Chandra, V. Moorty, L. Nganour, J-P. Rajaratnam, B. Schaefer, K. (2001) *Constraints to growth and employment in South Africa: Report No. 2: Evidence from the Small, Medium and Micro Enterprise Firm Survey.* World Bank Discussion Paper 15, World Bank Southern Africa Department

Chandra, V. Moorty, L. Rajaratnam, B. Schaefer, K. (2001) *Constraints to growth and employment in South Africa: Report No. 1: Statistics from the Large Manufacturing Firm Survey.* World Bank Discussion Paper 14, World Bank Southern Africa Department

Daniels, R., C., (2007) *Skills Shortages in South Africa: A Literature Review.*
Development Policy Research Unit: Working Paper 07/121

DYNA Training, (2005) *South African Leadership Trends.* DYNA Training, Johannesburg

Edwards, E. (2002) *Trade, technology and employment in South Africa. Trade and Industry Monitor*, 23: 11-15

Financial Mail (2008) *Financial Mail*, 4 April.

Horwitz, F. and Bowmaker-Falconer, A. (2003) Managers. *In*: Human resources development review 2003: Education, employment and skills in South Africa, Cape Town: HSRC Press

King Committee on Corporate Governance (2002) *King Report on Corporate Governance for South Africa – 2002* (King Report 2002), Institute of Directors in Southern Africa: Johannesburg.

Kraak, A. (2004) The National Skills Development Strategy: A new institutional regime for skills formation in post-Apartheid South Africa, in A. Badroodien, A. Kraak, S. McGrath and L. Unwin (eds), Shifting understandings of skills in South Africa, HSRC Press, Cape Town

Lawless, A. (2007) *Numbers & Needs in local government: Civil engineering – the critical profession for service delivery.* Midrand: SAICE

Mafu, T. (2007) *Skills shortage pits regulators against business for staff.* Business Report May 29

Mullis, I.V.S. Martin, M.O. and Foy, P. (2005) *IEA's TIMSS 2003 International Report on Achievement in the Mathematics Cognitive Domains: Findings from a Developmental Project***.** Chestnut Hill, MA: TIMSS & PIRLS International Study Center, Boston College

Mullis, I.V.S. Martin, M.O. Kennedy, A.M. and Foy, P. (2007): *IEA's Progress in International Reading Literacy Study in Primary School in 40 Countries*. Chestnut Hill, MA: TIMSS & PIRLS International Study Center, Boston College.

Policy Co-ordinating and Advisory Services, the Presidency. (2003) *Towards a Ten Year Review: Synthesis Report on Implementation of Government Programmes***.** Government Communication (GCIS): Pretoria.

Rodrik, D. (2006) *Understanding South Africa's Economic Puzzles.* Paper prepared for the Harvard University Center for International Development Project on South

Africa, available online at
http://ksghome.harvard.edu/~drodrik/Understanding%20South%20Africa.pdf
as of 10 May 2008

Singizi Consulting, (2007) *The Seta Review Report*, available online at
http://www.thepresidency.gov.za/main.asp?include=docs/pcsa/economic/inde
x.html as of 10 May 2008

Statistics South Africa (2008) *Labour Force Survey September 2007* Statistics South
Africa, available online at
http://www.statssa.gov.za/publications/statsdownload.asp?PPN=P0210&SCH
=4133 as of 10 May 2008

The Economist Intelligence Unit Ltd and Heidrich & Struggles, (2007) *Mapping global
talent: Essays and insights*, Printed in the USA, available online at
http://www.heidrick.com/IC/GTIIDemo.htm as of 10 May 2008

Appendix A: Internal Jipsa Documents Included in the Document Review

Pack	Date	Title
JTT	26-Oct-06	Increasing the supply of artisans by 50 000 in 4 years: A Jipsa Programme of Action
JTT	21-Jun-07	Artisan Development Framework – DoL
JTT	21-Jun-07	Report on SETA Artisan Development – Merseta
JTT	26-Oct-07	Biofuels Position paper
JTT	26-Oct-06	BPO Report to the Deputy President – Dti
JTT	22-Mar-07	The Monyetla Work Readiness Programme - BPO Report
JTT	26-Oct-07	Input by the Engineering Council for South Africa (ECSA)
JTT	26-Oct-06	Increasing the supply of Engineers and Built Environment Professionals, Technologists and Technicians
JTT	26-Oct-07	Revised Proposal for the Acquisition of Engineering Skills
JTT	29-Jun-06	Engineering as a 'scarce Skill' - University of Pretoria
JTT	21-Jun-07	ECSA Report
JTT	29-Jun-06	Scarce Skills, the NSDS and Funding Options - Jipsa Propositions
JTT	29-Jun-06	Unemployed Database Proposal - National Broker Between young job seekers – Umsobomvu
JTT	29-Jun-06	Proposal: Practical Training in the US for South African Students and Recent Graduates – CIEE
JTT	29-Jun-06	Work Placement Overview: In Universities of Technology and Comprehensive Universities - Vaal University of Technology
JTT	29-Jun-06	A Report on the Unemployed Graduates Initiative and Jobs and Opportunities Seekers' Database
JTT	26-Oct-06	Report on Undergraduates from University of Technology
JTT	26-Oct-06	ASGI-SA-SA Reporting Centre: Umsobomvu Youth Fund - September 2006
JTT	26-Oct-06	Old Mutual/SAMDI Jipsa Project Report 2
JTT	26-Oct-06	Report on the New JOBS Database and User Interface – DPRU
JTT	29-Jun-06	Concept Proposal for the acquisition of Information Communication Technology (ICT) Priority Skills
JTT	15-Mar-06	Home Affairs Report
JTT	22-Mar-07	Report on the Importation of Skills to address Scarce and Critical Skills
JTT	21-Jun-07	DoHA Report on Importation of Skills
JTT	26-Oct-07	Lessons Learnt and the Potential for Long-Run Skills Development Initiatives - A Rationale -
JTT	15-Mar-06	Jipsa Terms of Reference
JTT	26-Oct-07	Objectives and format for Jipsa bosberaad
JTT	26-Oct-07	Jipsa Review Terms of Reference
JTT	26-Oct-06	Jipsa Work plan

JTT	26-Oct-06	Proposed definition on scarce and critical skills – DoL
JTT	21-Jun-07	Locating Government's Training Capacity: Some Key aspects
JTT	21-Jun-07	Report to the Jipsa Joint Task Team Meeting on the wider business engagement towards critical skills development
JTT	15-Mar-06	Jipsa Project Planning Matrix
JTT	15-Mar-06	Initial Priority Skills focus areas
JTT	22-Mar-07	Report on Dinaledi Initiative in 2006 – DoE
JTT	26-Oct-06	Presentation on Maths, Science, Languages and ICT in Schools – DoE
JTT	21-Jun-07	Maths, Science and ICT in Public Schools
JTT	26-Oct-07	Alignment and co-ordination of the tourism sector for the acquisition, preservation and development of essential skills
JTT	26-Oct-06	Progress report on Skills Development Interventions by Tourism Branch – DEAT
TWG	3-Oct-06	Increasing the supply of artisans by 50 000 in 4 years : A Jipsa Programme of Action
TWG	8-Mar-07	Artisan development - monitoring and progress report – DoL
TWG	7-Jun-07	Report on SETA Artisan Development
TWG	8-Mar-07	BPO and off-shoring sector support programme - The "Monyetla" work readiness programme
TWG	19-Apr-07	BPO and off-shoring sector support programme - The "Monyetla" work readiness programme
TWG	3-Aug-06	Jipsa - Proposal : Engineering and Intermediate Skills Acquisition
TWG	3-Aug-06	SEIFSA proposal - An Engineering Mastery Initiative
TWG	3-Oct-06	Increasing the yield of registered engineers and other construction professionals at tertiary institutions - Business Plan (2nd draft 22/9/2006)
TWG	23-Nov-06	Towards the implementation plan for increasing the number of engineers
TWG	11-Oct-07	Revised proposal for the acquisition of Engineering Skills
TWG	8-Jun-06	ECSA : Blockages and solutions for engineering
TWG	3-Aug-06	Jipsa - Engineering as a 'scarce skill' - University of Pretoria
TWG	3-Aug-06	Improving graduate output in Engineering : A case study of student performance patters and their implications for growth - June 2006
TWG	26-Jan-07	Increased engineering graduations - November 2006
TWG	26-Jan-07	Supply/Demand Balance of skilled personnel in Engineering & Build Environment Fields in the Western Cape
TWG	26-Jan-07	Engineering numbers breakdown
TWG	7-Jun-07	Presentation - Serving the engineering profession in SA – ECSA
TWG	8-Jun-06	Demand for skills - an analysis of the proposed infrastructure spending programme

TWG	8-Jun-06	CIEE international work and study programme - Formal proposal : Practical Training in the US for S African Students, Recent Graduates and Professionals
TWG	3-Aug-06	Jipsa Proposal on Unemployed Graduates : Increasing Skills Pipeline in Priority Areas
TWG	3-Aug-06	Proposal : Priority Placement Initiative for Unemployed Graduates
TWG	3-Aug-06	Work placement Overview of students in UoT and Comprehensive Universities - Vaal University of Technology
TWG	3-Aug-06	Umsobomvu Youth Fund - National broker between young job seekers and corporate and government job opportunity providers and relationship manager between key stakeholders
TWG	3-Aug-06	HESA Input
TWG	3-Oct-06	Report on the New JOBS Database and User Interface
TWG	19-Jul-07	Report on the development of ICT Skills in South Africa
TWG	8-Mar-07	ICT Skills Strategy
TWG	19-Apr-07	Presentation - Towards a National ICT Skills Development Strategy
TWG	14-Mar-06	Immigration Act 2002
TWG	7-Jun-07	Importation of Scarce and Critical Skills – DoHA
TWG	6-Apr-06	ISETT Seta's CEOs Response
TWG	6-Apr-06	Fasset response
TWG	6-Apr-06	CTFL Seta response
TWG	19-Apr-07	SETA Forum participation request
TWG	11-Oct-07	Jipsa Bosberaad rationale
TWG	11-Oct-07	Jipsa Review Terms of Reference
TWG	15-Nov-07	Jipsa Bosberaad discussion document for approval
TWG	15-Feb-07	No documentation
TWG	6-Apr-06	Jipsa Secretariat : Phase 1 Operational Plan : Draft 1
TWG	4-May-06	Jipsa Secretariat : Phase 1 Operational Plan : Draft 2
TWG	23-Nov-06	Jipsa Project Plan November 2006 - December 2007
TWG	7-Jun-07	Jipsa Operational plan - May 2007 to December 2007
TWG	14-Mar-06	Jipsa : Proposal on Priority Skills
TWG	4-May-06	SETA's - A vehicle for skills revolution
TWG	14-Mar-06	ASGI-SA : A summary
TWG	4-May-06	Skills Shortages in South Africa : A Literature Review
TWG	4-May-06	The international literature on skills training and the scope for South African application
TWG	3-Aug-06	Further Research Areas
TWG	19-Jul-07	The Marshall Plan
TWG	19-Jul-07	Presentation - The business investment in education – NBI
TWG	19-Jul-07	Presentation - SETA Review
TWG	6-Apr-06	FoodBev SETA - Assistance : Achievement of Jipsa (ASGI-SA) Initiatives
TWG	7-Jun-07	Business Skills Partnership Report

TWG	8-Jun-06	Jipsa Programme Implementation Framework - May 2006
TWG	3-Aug-06	Strategies/proposals development process
TWG	3-Oct-06	Report to the TWG - Position paper on the role of town and regional planning system in the growth and development of South Africa
TWG	11-Oct-07	Assessment of planning skills in SA (Phase 2 & 3)
TWG	8-Mar-07	Report on Dinaledi Initiatives in 2006
TWG	19-Apr-07	Presentation - Tourism Skills Plan - DEAT
TWG	8-Mar-07	Skills development challenges in the tourism sector - Tourism Business Council of South Africa

Appendix B : Jipsa in the media

The Media Analysis

The rationale for including a review of media was based on the assumption that media reflects and constructs the representation, conceptualization and perception of Jipsa in the public sphere. The public assessment of Jipsa emerging over time in the media would be important to consider alongside the assessment offered by the key informants more closely involved with the initiative and more thoroughly informed. Media reports were subjected to a basic content analysis that determined the frequency of Jipsa coverage over time, the tone of the coverage and the more salient characterizations of the initiative by the media where relevant to the research questions guiding the review.

Two sets of media data were obtained for analysis. The first set was a collection of print and electronic media articles published between May 2006 and November 2007. Chronologically the scope is therefore representative. The second data set was an exhaustive list of references to broadcast media events that featured Jipsa for the period March 2006 to November 2007. Some objections might be raised as to the representivity of all South Africa's distinct media voices in the sample and the findings need to be considered with this in mind. The sources of the articles included in the analysis are reflected in Table 1 below.

**Table 1: Characteristics of data sample in the media analysis**

Data Set 1: : Sample of print and electronic articles for in-depth analysis			
Scope	**Print and Electronic Sources**		**Volume**
May 2006 to November 2007 Selected articles for January and February 2008	Beeld BuaNews Business Day Business Report Engineering News Financial Mail I-Net Bridge Mail & Guardian Sunday Times SAPA The Herald The Skills Portal Cape Argus City Press CEO Daily Dispatch	Enterprise Finweek Highway Mail Leadership New Agenda Pretoria News SEIFSA News Southern Mail Star Succeed Sunday Independent Sunday Tribune Volksblad Weekend Post Witness Zululand Observer	***Total:** 139*
Scope	**Broadcast Sources**		***Volume***
March 2006 to November 2007	*Algoa FM* *Cape Talk*	*SABC 2* *SABC 3*	***Total:** 53*

	ETV *Kaya FM* *Kingfisher* *Motsweding FM* *Phalaphala FM* *RSG* *SABC 1*	*SAfm* *Summit TV* *Talk Radio 702* *Thobela FM* *Ukhozi FM* *Umhlobo Wenene*	

Findings

After initially receiving excellent media attention, coverage of Jipsa-related activities declined substantially from 2006 to 2007. Newsclip and online media research services confirm an approximate 90% decline in coverage from year to year. For broadcast media the results are more startling, with no broadcast notifications sourced for 2007, down from 53 in 2006. It seems as though the activities of Jipsa are not deemed newsworthy by the media.

The coverage Jipsa has received has been largely favourable. Reporting on Jipsa has been delivered in a positive or neutral tone, with very little negative commentary on the initiative released.
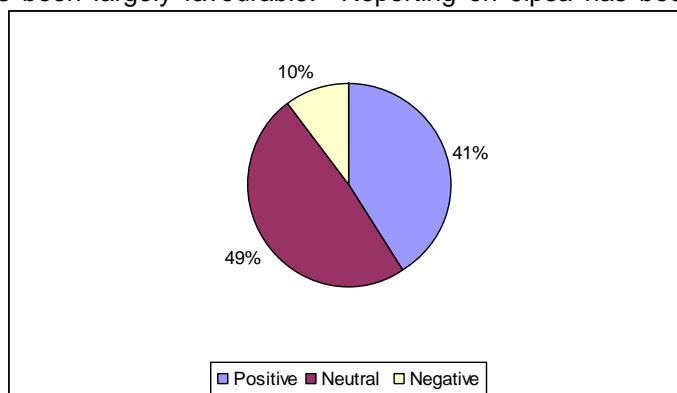
Figure 1: Tone of Jipsa Coverage in the Media

Some salient aspects of the content in the coverage of Jipsa are worth noting. Most of the coverage is devoted to describing what Jipsa is and what it is intended to do. In this regard the press tends to be accurate rather than enlightening. Jipsa's cross-sectoral nature, its association with the Deputy President's office and ASGI-SA, and of course its purpose of addressing the skills deficit are consistently reported. However, there is no instance in the data body of an in-depth analysis of Jipsa, how it is intended to work or whether it can deliver. There are also some examples of severe misapprehensions of Jipsa, for example where it has been described as the project management function of ASGI-SA.

An increasingly important feature of the content in discussion in the media is the impact of employment equity policy on skills acquisition, utilization and attrition. In some instances Jipsa has been presented as an attempt to address the unintended consequences of affirmative action.

There is some reporting on the achievements of Jipsa, but the focus is inevitably on substantial outcomes such as the finalization of a new National Qualifications Framework or progress on clarifying artisan qualification paths. Critical but less substantial achievements are all but ignored. Analytical coverage tends to focus on system deficiencies causing the skills crisis. The state of education, the performance of the SETAs, the lack of coordination between government departments enjoys the larger volume of press in this regard. A recurrent criticism is that inadequate tertiary education imposes an unreasonable burden on vocational training, which is expected to supplement the deficits in education.

In summary, the conception of Jipsa communicated by the media in the public sphere is superficial and at times erroneous. Although the coverage to date has, on balance, been favourable, the lack of insightful press coverage combined with a preference for hard outcomes and an analytical focus on system deficiencies (which suggest an expectation for system-wide reform), indicate that the achievements of Jipsa may be regarded with some skepticism by the media.