Safety and Security Sector: An Explanation of the Private Security Sub-Sector in South Africa
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<td>AMCU</td>
<td>Association of Mineworkers and Construction</td>
</tr>
<tr>
<td>AWU</td>
<td>Abonqobi Workers Union</td>
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<tr>
<td>B-BBEE</td>
<td>Broad-Based Black Economic Empowerment</td>
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<tr>
<td>CCTV</td>
<td>Closed-Circuit Television</td>
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<tr>
<td>COSAPS</td>
<td>Congress of South African Private Security</td>
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<tr>
<td>CPD</td>
<td>Continuous Professional Development</td>
</tr>
<tr>
<td>DHET</td>
<td>Department of Higher Education and Training</td>
</tr>
<tr>
<td>DUSWO</td>
<td>Democratic Union of Security Workers</td>
</tr>
<tr>
<td>ESIA</td>
<td>Electronic Security Industry Alliance</td>
</tr>
<tr>
<td>FCSWU</td>
<td>Food, Cleaning and Security Workers Union</td>
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<tr>
<td>GDP</td>
<td>Gross Domestic Product</td>
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<tr>
<td>GSO</td>
<td>General Security Officer</td>
</tr>
<tr>
<td>HOTELLLICA</td>
<td>Hotel, Commercial Catering and Allied Workers Union of South Africa</td>
</tr>
<tr>
<td>ICT</td>
<td>Information and Communication Technology</td>
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<tr>
<td>ID</td>
<td>Identity</td>
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<tr>
<td>IP</td>
<td>Internet Protocol</td>
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<tr>
<td>IT</td>
<td>Information Technology</td>
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<td>KAWU</td>
<td>Kungwini Amalgamated Workers Union</td>
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<td>NASUWU</td>
<td>National Security and Unqualified Workers Union</td>
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<td>NASWU</td>
<td>National Security Workers Union</td>
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<td>NDP</td>
<td>National Development Plan 2030</td>
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<td>NKP</td>
<td>National Key Point</td>
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<td>NQF</td>
<td>National Qualifications Framework</td>
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<td>NSDS III</td>
<td>National Skills Development Strategy III</td>
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<td>OFO</td>
<td>Organising Framework for Occupations</td>
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<td>OHS</td>
<td>Occupational Health and Safety</td>
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<td>PAYE</td>
<td>Pay As You Earn</td>
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<td>PSIRA</td>
<td>Private Security Industry Regulatory Authority</td>
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<td>PSSPF</td>
<td>Private Security Sector Provident Fund</td>
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<tr>
<td>PTAWU</td>
<td>Professional Transport and Allied Workers Union</td>
</tr>
<tr>
<td>QCTO</td>
<td>Quality Council for Trades and Occupations</td>
</tr>
<tr>
<td>RPL</td>
<td>Recognition of Prior Learning</td>
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<tr>
<td>SANSAWF</td>
<td>South African National Security and Allied Workers Forum</td>
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<td>SANSEA</td>
<td>South African National Security Employers Association</td>
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<td>SAPS</td>
<td>South African Police Service</td>
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<td>SAPSWU</td>
<td>South African Private Security Workers Union</td>
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<td>SAQA</td>
<td>South African Qualifications Authority</td>
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<td>SASA</td>
<td>Security Association of South Africa</td>
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<td>SASSETA</td>
<td>Safety and Security Sector Education and Training Authority</td>
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<td>SATAWU</td>
<td>South African Transport and Allied Workers Union</td>
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<tr>
<td>SDL</td>
<td>Skills Development Levy</td>
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<td>SETA</td>
<td>Sector Education and Training Authority</td>
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<td>SIA</td>
<td>Security Industry Alliance</td>
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<td>SIC</td>
<td>Standard Industrial Classification</td>
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<tr>
<td>SOCRAWU</td>
<td>Security Officers Civil Rights and Allied Workers Union</td>
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<tr>
<td>SSEO</td>
<td>Security Services Employers Organisation</td>
</tr>
<tr>
<td>Abbreviation</td>
<td>Full Form</td>
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<tr>
<td>SSP</td>
<td>Sector Skills Plan</td>
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<td>UIF</td>
<td>Unemployment Insurance Fund</td>
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<td>SOCRAWU</td>
<td>Security Officers Civil Rights and Allied Workers Union</td>
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<tr>
<td>VAT</td>
<td>Value-Added Tax</td>
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<td>WSP</td>
<td>Workplace Skills Plan</td>
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EXECUTIVE SUMMARY

Security has traditionally been provided by states to citizens, however, state security provision has largely been inadequate, focusing mainly on state preservation against external aggression and internal disorder using mainly the military and police, respectively. As a consequence of general lack of security, a majority of citizens in many developing countries have resorted to self-help in security provision by utilising the private non-state sector to address their security needs.

This report was conducted to make inputs to sector skills planning processes. The report is based on desk-top research, an analysis of the workplace skills plans submitted by organisations in the subsector to the SASSETA and other data sources, as well as inputs provided by representatives of the subsector in individual interviews or in a workshop held by the SASSETA in August 2015.

The report starts with a profile of the Private Security subsector. The subsector includes all businesses and individuals involved in the guarding or protecting of fixed property, premises, goods, persons or employees, including monitoring and responding to alarms at premises that are guarded by persons or by electronic means, and spans a wide range of security service business categories. The subsector’s major customers tend to fall into the following groups: owners of large spaces (such as belonging to government, airports and universities); public private spaces such as shopping malls; retail and commercial business; corporate; banks; and individual home-owners.

Businesses, as well as individuals involved in the provision of private security services are required by law to be registered with the Private Security Industry Regulatory Authority (PSiRA). PSiRA is thus a major role player in the subsector, together with other role players such as employer organisations, labour organisations, industry-focused associations and institutions, and other security service providers such as the South African Police Service (SAPS) and community policing forums.

The Private Security subsector is said to be one of the largest employers in the country and is one of the fastest growing local industries. The number of active registered security officers grew on average by 8.9% per year from 2011 to a figure of 487 058 in 2014. Industry representatives estimate that the South African private security industry is currently worth between R50 and R55 billion. Factors supporting the growth of the subsector over the past decade include the high rates of domestic crime and the desire of businesses and individuals to protect their assets; the increasing prominence of public private spaces such as shopping malls and the changing nature of crime to target these spaces; and increasing pressure from insurance companies for clients to procure the services of private security companies. In future, a plateau in subsector growth may however arise due to weakened demand from key customers: government intends to bring its security services in-house, and there has been a steady contraction of the mining sector and local port activities.

The numbers of private security organisations registered with SASSETA was only 991 in 2014. In 2014, however, 8 144 security businesses were registered with PSiRA. These businesses range from large extensions of multinational companies, through to large, medium and very small locally owned companies, and also include individuals such as locksmiths and security consultants. Of the PSiRA-registered security businesses, most provide guarding or patrolling services, entertainment or venue control, bodyguarding, electronic monitoring; special events control, security training, and rendering of security services or personnel. According to PSiRA data, more than a third of security service providers are based in Gauteng.

Security officers make up the bulk of workers in the Private Security subsector and by law exclude only administrators, clerks and other support staff working in the subsector. Security offi-
cers are required to be registered with PSiRA. The number of registered security officers active in the sector over the past three years has increased from a figure of 427 174 in 2012 to 487 058 in 2014. SASSETA’s Workplace Skills Plan (WSP) data, which reflects all employees in the subsector, shows that employment has increased from 350 684 in 2012 to 406 618 in 2014. Thus, calculated conservatively, total employment in the Private Security subsector is in excess of 400 000 and may even be in excess of 500 000. Similar to the distribution of security businesses, the subsector’s employees are concentrated in Gauteng. From an occupational perspective, 90% of employees fall in the occupational group Service and Sales Workers, with Legislators, Senior Officials and Managers making up 4% of total employment in 2014. In 2014, 90% of the employees were African, 4% Coloured, 1% Indian and 5% white, while genderwise, men made up 80% of the subsector’s workforce.

The Private Security subsector is affected by the cross-cutting change drivers that influence the total Safety and Security Sector. For example, an increase in crime rates and the changing nature of crime directly affects the demand for private security services and the type of private security services required by clients. It also influences the types of skills that security officers need in order to effectively combat threats and work as part of the greater safety and security sector.

Change drivers that have a very direct effect on the Private Security subsector are the drive towards improving the professionalisation and compliance of the subsector; advances in information technology and the phenomenon of convergence; and various pieces of legislation, national plans and strategies.

The large-scale growth in the Private Security subsector over the past decade has been associated with high levels of non-compliance, with the result that the requirement to professionalise the subsector and improve its compliance with legislated requirements is probably the most important factor driving change at present. Among the many forms of subsector non-compliance are issues related to the employment of untrained or insufficiently trained security officers and the large number of ‘fly-by-night’ training providers operating in the subsector. Addressing these issues has furthermore been undermined by capacity and governance challenges faced by the industry regulator PSiRA.

From the perspective of advances in technology, there is a widespread shift from physical to more automated forms of security, which include offsite monitoring and remote access control, made possible through technological innovations in Internet Protocol (IP) networking. This has resulted in increasing convergence between the IT and Private Security subsectors, with a significant impact on the skills requirements for the subsector.

Legislation is driving change in the Private Security subsector on multiple fronts: While PSiRA is legally required to register security training providers and oversee security training content to meet the legal requirements for registration as a security officer, SASSETA is accredited by the South African Qualifications Authority (SAQA) to perform the function of an Education and Training Quality Assurance Body in terms of the SAQA Act and in agreement with the Quality Council for Trades and Occupations (QCTO) in terms of the National Qualifications Framework Act in respect of security qualifications registered on the National Qualifications Framework (NQF).

A historical lack of cooperation between these two bodies has resulted in a dysfunctional training system that is failing to meet the needs of large segments of the industry. Renewed cooperation between PSiRA and SASSETA is aimed at implementing a system of industry-relevant SAQA-accredited and NQF-aligned qualifications. Other legislation driving change in the Private Security subsector and affecting the skills requirements includes the need to implement the Code of Conduct for Security Providers, the Firearms Control Act and the Broad-Based Black Economic Empowerment Act. The widespread uptake of the Employment Tax Incentive (youth wage subsidy) is also expected to influence the age profile of the subsector towards increasing proportions of youth. Of particular note is the Private Security Industry Regulation Amendment Bill, which
seeks to promote subsector professionalisation and compliance on a number of fronts. One of these is the expansion of the definition of security service providers, with the result that many participants in the electronic security segment of the subsector who were not previously included as security service providers will now be. This will have far-reaching implications in terms of the occupations in the sector, general skills requirements, as well as necessary training.

The change drivers mentioned above affect the skills needs of the Private Security subsector in various ways and are linked to the scarce and critical skills needs that exist in the subsector. Mismatches between the demand and supply sides of the labour market normally result in “scarce skills” or skills shortages in the sense that there are not enough suitably trained people to appoint on the one hand, and “critical skills needs” or skills deficiencies occur in the people who are already employed in the sector, on the other hand, the information received from employers as part of their WSP submissions points to scarcity across all the occupational levels in the Private Security subsector that is not limited to a few occupational groups. Specialist electrical, electronic and IT skills in general are in short supply, while there is a lack of artisan locksmith skills in particular.

Security training is compromised by a scarcity of educators and instructors, and specialist security skills such as investigation and consulting are scarce, despite the seeming oversupply of registered security officers. Security training remains a scarce skill due to a shortage of particular specialisations within this occupation such as security officers for events, aviation, control room operators, National Key Point officers, close protection staff, and dog handlers.

In terms of critical skills needs, the low barriers to entry in the subsectors result in gaps in basic literacy and numeracy skills, communication skills, customer care skills, report writing skills and basic IT literacy skills. The requirement for additional specialist training among existing security officers includes the skills required for National Key Point Security (NKP), investigation and dog-handling skills, as well as those needed to meet the requirements of specific legislation such as the Civil Aviation Authority, the Firearms Control Act, National Key Points Act, the Occupational Health and Safety (OHS) Act, and the Mining Health and Safety Act. Where experienced guards are not registered or not accurately graded with PSiRA, there is a need for the recognition of prior learning (RPL).

The increasing use of technology in the subsector requires workers to be competent in the use of technology from basic word-processing to more complex applications such as the monitoring and use of CCTV cameras and other forms of surveillance. Finally – at the higher levels particularly, but across the subsector more broadly – a critical need has been identified to improve management and supervisory skills in general and particularly among designated (B-BBEE) groups.

Lack of compliance and lack of professionalism are endemic to the current Private Security subsector and its regulatory body. Addressing this problem, as well as the skills shortages and skills gaps identified, involves long-term strategies and prioritisation in order to achieve the maximum effect from the limited available resources.

Most critical is the need to develop and implement a training structure for the subsector that provides SAQA-accredited and NQF-aligned qualifications and skills programmes that meet occupation-specific skills needs at the same time as meeting the legal requirements for PSiRA registration. As part of the process, curricula of existing qualifications need to be revised and updated so that they comply with current industry requirements, as well as provide the broader (more general) and deeper (more specialist) skills necessary to develop a well-rounded workforce.

SASSETA and PSiRA will need to work in close cooperation with each other and with industry if this goal is to be achieved. Accessing security-focused IT skills for the growing electronic security segment of the subsector is going to become increasingly important in future. Strategies to ad-
dress this may include the establishment of partnerships with other education institutions, as well as the development and implementation of specific qualifications that can be offered by security training providers. Training is also required to fill the gaps that exist in the skills of current employees in the subsector. Training should focus on developing the skills related to professional and ethical behaviour, general and written communication, basic ICT, customer management, meeting the needs of additional specific legislation, and management and supervision – particularly among designated groups. Finally, the skills shortages and skills gaps at PSIRA need to be addressed as a matter of urgency. Compliance and professionalisation of the subsector will not be achieved if the major regulatory body suffers from limited capacity.
1. INTRODUCTION

1.1 BACKGROUND

The National Skills Development Strategy III (NSDS III) states that: “SETAs [Sector Education and Training Authorities] play an important role in gathering statistics and other relevant information on labour market skills needs and training provision. Their close contact with industry places them in a good position to document and communicate recent and emerging trends, as well as to develop solid baseline indicators. Such information is essential in planning to meet the country’s skills needs and guiding investment in education and training provision.” The NSDS thus places upon the SETAs the responsibility to continuously collect and analyse information and to provide expert insight into the labour markets of their respective sectors. This information needs to be reflected in a Sector Skills Plan (SSP) that each SETA submits to the Department of Higher Education and Training (DHET) every year.

In order to fulfil its data collection and research obligations and to inform its SSP, the Safety and Security Sector Education and Training Authority (SASSETA) commissioned a research project that looks into the skills development situation and skills needs of each of six of its seven subsectors. The Safety and Security Sector consists of the following subsectors: Policing; Corrections; Defence; Justice; Intelligence Activities; Legal Services; Private Security and Investigation Activities. This report presents the findings of an analysis of SASSETA’s Private Security subsector.

1.2 METHODOLOGY

The research involved the analysis of relevant documents available in the public domain, an analysis of the workplace skills plans (WSPs) submitted by organisations in the subsector to the SASSETA over the period 2012 to 2014, and an analysis of data on the private security sector provided by the Private Security Industry Regulatory Authority (PSiRA). The initial findings of the research were presented to representatives of the subsector at a workshop held in August 2015. Their comments and inputs have also been incorporated in this report.

1.3 LIMITATIONS

Both major sources of data on the Private Security subsector – SASSETA data and PSiRA data – are incomplete. Over the last three financial years between 966 and 982 organisations in the Private Security subsector paid skills development levies (SDL). Between 348 and 391 of these organisations submitted WSPs each year. However, the organisations that submitted WSPs were mainly large and medium in size and they represented approximately 64% of the employees in the total group of levy-paying organisations. In order to obtain a more accurate statistical picture of the subsector as a whole, the WSP data was weighted using the methodology explained in Annexure A. Despite this adjustment, SASSETA data still does not provide a complete picture of the subsector.

PSiRA data on the subsector is incomplete for two main reasons. The first is that many businesses in the subsector are non-compliant in terms of their registration with PSiRA. The second is that PSiRA records only those categories of subsector employees required to be registered with them as security officers, and excludes other categories of employees such as administrators and cleaning staff who are also employed at private security companies. Despite the fact that these limitations are acknowledged, data provided by SASSETA and PSiRA still represents the best sources of available information on the profile of Private Security subsector businesses and employees.

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1 The subsector “Intelligence Activities” was excluded from the research because of the sensitive nature of information on the subsector and the fact that most of the information is classified.
1.4 OUTLINE OF THE REPORT

The report starts in Section 2 with a profile of the Private Security subsector. This includes the scope of coverage of the subsector, which is followed by a discussion of the key role players in the subsector and their respective functions. Next, available information on the economic performance of the subsector is discussed, before the analysis of available data on the profile of the employers and employees in the subsector is presented.

The key skills issues affecting the Private Security subsector constitute the focus of the Section 3 of the report. Factors that drive change within the subsector, and also in respect of the skills requirements of the subsector, are the continued high level of crime in the country, the changing nature of crime, the need to achieve professionalisation and compliance of the Private Security subsector across a range of areas, advances in information technology, and the trend towards convergence between the electronic industry and the security industry in the provision of private security services.

The need to implement legislation as well as national plans and strategies also affects the skills needs in the Private Security subsector. Relevant in this regard is the legislation that affects training and training providers in the subsector and the implementation of legislation such as the Code of Conduct for Security Providers, the Firearms Control Act, the Private Security Industry Amendment Bill, the Employment Tax Incentive Act, the B-BBEE Act and other national plans and strategies.

These, in addition to the requirement for the subsector to contribute towards government’s meeting the overarching national goals outlined in the National Development Plan 2030, all have specific implications for skills planning, which are discussed in the final portion of the section. Section 4 considers the extent of skills mismatches in the Private Security subsector by looking at available information on the extent and nature of skills demand and skills supply and supply-side constraints, before considering the scarce and critical skills for the subsector.

Finally, an overview is given of existing and required partnerships for skills development in the Private Security subsector, before the strategic skills development priorities for the subsector are presented and some high-level conclusions are drawn.

2. PROFILE OF THE SUBSECTOR

2.1 SCOPE OF COVERAGE

SASSETA’s Private Security Chamber represents the skills development interest of South Africa’s private security industry. Private security in South Africa is defined as “the guarding or protecting of fixed property, premises, goods, persons or employees, including monitoring and responding to alarms at premises which are guarded by persons or by electronic means”. According to the South African Revenue Services, the Private Security subsector spans all companies in the Standard Industrial Classification (SIC) Code 88920 and includes those involved in services such as guarding, surveillance, investigation and other protective activities for individuals and property. It also includes companies that supply and install vehicle tracking devices and recover stolen vehicles, as well as companies involved in cash-in-transit services. Security businesses may be registered in one or more of the following security service categories: Guarding

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or patrolling; entertainment or venue control; bodyguarding or close personal protection; security control room or electronic monitoring; special events control; security training; rendering of security services or security personnel; reaction or response services; private investigation; safeguarding assets in transit or secure transportation (cash-in-transit); security consulting; security equipment installation, servicing and repair; car watching; security equipment manufacturing, importing, distribution or advertising; locksmithing or key cutting; insurance; security and loss control; fire prevention and detection; consulting engineering; alarm installation; dog training; and anti-poaching.

The subsector’s major customers tend to fall into the following main groups:  
- Owners of large spaces such as those belonging to government, airports and universities, where high traffic levels are experienced and increasingly sophisticated methods of security monitoring and access control are required.
- Corporate and small and medium businesses that purchase guarding and surveillance services, as well as vehicle-tracking and fleet management services.
- Banks and retailers that require cash-in-transit services.
- Owners of public private spaces such as shopping malls, which include elements of all three of the above groups.
- Homeowners in suburban homes who generally subscribe to alarm-monitoring services.

### 2.2 KEY ROLE PLAYERS AND THEIR FUNCTIONS

The key role players in the Private Security subsector include the industry regulatory body, companies, employer organisations and trade unions. Also included are the other associations focused on the particular needs and interests of companies and individuals involved in the various private security service categories.

#### 2.2.1 THE PRIVATE SECURITY INDUSTRY REGULATORY AUTHORITY (PSiRA)

PSiRA was established under the Private Security Industry Regulatory Act, 56 of 2001, from which it also derives its mandate. The primary objectives of PSiRA are to regulate the private security industry and to exercise effective control over the practice of the occupation of security service provider in the public and national interest and in the interest of the private security industry itself. All private security providers are required by law to be registered with PSiRA. PSiRA has a head office in Centurion, Gauteng, and regional offices in major cities across the country.

PSiRA exercises its mandate through two keys means. The first is through the process of approving applications for the registration of new security service providers and security officers according to their ability to meet a range of requirements. The second is through PSiRA inspectors (who have peace officer status) who conduct on-site inspections of security services providers and take action against non-compliance. Inspections are undertaken on a regular and ongoing basis, but may also be triggered by complaints against particular businesses. PSiRA is funded solely by annual contributions of registered companies and security officers. Insufficient levels of funding currently make the effective execution of its mandate challenging.

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### 2.2.2 EMPLOYER ORGANISATIONS

There are a number of employer organisations operating in the subsector to which private security companies can choose to belong. Together with the trade unions involved in the subsector, the following employer organisations participate in the National Bargaining Forum for the Private Security Industry:

- South African National Security Employers Association (SANSEA)
- Security Services Employers Organisation (SSEO)
- Congress of South African Private Security (COSAPS)
- Security Association of South Africa (SASA)

### 2.2.3 LABOUR ORGANISATIONS

Organised labour in the Private Security subsector is represented by a large number of trade unions. These include:

- South African Transport and Allied Workers Union (SATAWU)
- Kungwini Amalgamated Workers Union (KAWU)
- National Security and Unqualified Workers Union (NASUWU)
- Professional Transport and Allied Workers Union (PTAWU)
- Abonqobi Workers Union (AWU)
- Democratic Union of Security Workers (DUSWO)
- South African National Security and Allied Workers Forum (SANSAWF)
- South African Private Security Workers Union (SAPSWU)
- Security Officers Civil Rights and Allied Workers Union (SOCRAWU)
- Hotel, Commercial Catering and Allied Workers Union of South Africa (HOTELLICA)
- Association of Mineworkers and Construction (AMCU)
- National Security Workers Union (NASWU)
- Security Officers Civil Rights and Allied Workers Union (SOCRAWU)
- Food, Cleaning and Security Workers Union (FCSWU)

### 2.2.4 ASSOCIATIONS AND INSTITUTIONS

Another group of key role players in the Private Security subsector includes the range of focus-specific associations that are open to individuals and/or organisations. They may be local or international associations and many offer training, accreditation or regulatory functions. Annexure B contains a list of relevant other role players.

### 2.2.5 OTHER SECURITY SERVICE PARTNERS

Other security service partners, such as the South African Police Service (SAPS) and community policing forums are also key role players and partners and assist the private security industry to provide its clients with an efficient and effective service. Co-operation and partnerships between these security subsector stakeholders are to an increasing extent demanded by both clients and government.

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10 With the exception of SOCRAWU and FCSWU, all the trade unions listed in this section had been part of the recent private security collective wage agreement that was signed on 8 May 2015.
2.3 ECONOMIC PERFORMANCE

The Private Security subsector is said to be one of the largest employers in the country and it is one of the fastest growing local industries. The number of registered, active security officers in the subsector increased from 411,109 in 2010/11 to 487,058 in 2013/14, which amounts to an average annual growth of 8.9% over the period. Despite this, it is difficult to find detailed figures of the subsector’s economic performance. A source from 2011 suggests that the subsector contributed around 2% of South Africa’s Gross Domestic Product (GDP) in the preceding years. Industry representatives estimate that the South African private security industry is currently worth between R50 and R55 billion.

Large corporates, banks and government departments form the top end of the market, where technology and service delivery are important. At the bottom end of the market, and especially during periods of national economic stagnation or contraction, individual homeowners and small businesses are very price sensitive with security costs generally being considered a grudge purchase. This price sensitivity provides a platform for small, un-registered and non-compliant security service providers to enter and operate in the market, exploiting the labour they employ, providing sub-standard services, and importing and installing sub-standard equipment.

The growth of the sector can be linked to South Africa’s high crime rates and the nature of local crime, combined with a range of push-and-pull factors encouraging the procurement of private security services. Fear for personal safety and the loss of personal assets will for instance pull customers towards private security services. On the other hand, many insurance companies will now insure only at extremely high premiums (or may decline to insure at all) unless private security services are procured, thus pushing customers into securing these services. Similarly, the growing importance of public private spaces such as shopping malls in South Africa, combined with the fact that these spaces are often seen as ‘soft targets’ by criminals, is increasing the demand for private security services, as well as the types of services provided.

Companies in the Private Security subsector have also benefited from economic growth in other African countries: As large South African retailers expand and establish outlets in neighbouring countries, so their contracted security services providers are increasingly operating outside our national borders. Even outside the retail industry, the South African Private Security subsector is offering services to other African governments and large corporations.

It must be noted, however, that these benefits are economic rather than employment benefits for the sector, as legislation generally requires that locals rather than foreigners are employed, especially at the lower levels. A number of factors signal that growth in the Private Security subsector may plateau over the next few years: The government, which to date has been a very large client of the sector, is planning to bring its security in-house. How this will be done is not yet certain, but it will undoubtedly result in a loss of employment in the Private Security subsector as these jobs are transferred to the public sector. The anticipated contraction of the mining sector and the impact of a general economic slow-down on ports will also have a negative impact on the Private Security subsector, as mines and ports have historically been relatively large consumers of private security services. Of particular concern to the subsector at the moment is Clause 20

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12 Interview with Mr Steve Conradie, CEO of SIA, August 2015.
15 Private Security subsector workshop, August 2015.
16 Private Security subsector workshop, August 2015.
(d) of the Private Security Industry Regulation Amendment Bill, which proposes capping foreign investment in the subsector in order to achieve and maintain majority local shareholding in private security business. A significant proportion of the largest companies in the subsector are subsidiaries of multi-national organisations.\(^{17}\) There is widespread concern that if this clause of the Bill is passed, it will lead to large-scale disinvestment in the subsector and act as a disincentive for future foreign investment in the subsector and in the South African economy in general.\(^{18,19,20}\)

### 2.4 EMPLOYER PROFILE

#### 2.4.1 NUMBER OF PRIVATE SECURITY BUSINESSES

In 2014 there were 8 144 security businesses registered with PSiRA (Table 2-1). These businesses range from large extensions of multinational companies, through to large, medium and very small locally owned companies. Individuals such as locksmiths and security consultants also need to be registered as security businesses and are thus included in this number.

<table>
<thead>
<tr>
<th>Financial Year</th>
<th>Number of businesses registered with PSiRA</th>
<th>Number of organisations that paid levies to SASSETA</th>
</tr>
</thead>
<tbody>
<tr>
<td>2010/11</td>
<td>8 828</td>
<td>982</td>
</tr>
<tr>
<td>2011/12</td>
<td>9 364</td>
<td>975</td>
</tr>
<tr>
<td>2012/13</td>
<td>9 031</td>
<td>966</td>
</tr>
<tr>
<td>2013/14</td>
<td>8 144</td>
<td>991</td>
</tr>
</tbody>
</table>

Source: PSiRA Annual Reports 2010/11, 2011/12, 2012/13 & 2013/14 and SASSETA data system

The 2013/14 figure decreased somewhat from the high of 9 364 PSiRA-registered private security businesses in 2012. However, PSiRA reports that the reason for this decline is not a contraction of the industry, but rather a reflection of the removal of non-conforming businesses from the register. Thus it is a more accurate reflection of the number of formal, registered and complying businesses in the Private Security subsector.\(^{21}\) It must also be noted that these figures represent the net result of the ongoing process of registering new private security businesses and removing from the register those businesses that have shut down.\(^{22}\)

Also provided in Table 2-1 are the numbers of levy-paying organisations registered with SASSETA. These figures are considerably lower, with a figure of only 991 in 2014. Industry argues that the number of SASSETA levy-paying organisations is roughly half of what it should be, with many smaller companies not pursuing registration because of a lack of incentive to do so.\(^{23}\)

In addition to the registered portion of the subsector, there still remains a large number of unregistered businesses. One source suggests that the number of small unregistered companies may be as many as 200 00024, but accurate statistics on this group are largely unavailable.

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\(^{17}\) These companies include G4S, ADT, Securitas and Chubb.


\(^{22}\) Interview with Ms Mpho Mofikoe, Deputy Director: Communication, CRM and Training at PSiRA, September 2015.

\(^{23}\) Private Security subsector workshop, August 2015.

2.4.2 CATEGORIES OF SECURITY SERVICES

Private security businesses must register with PSiRA to provide one or more category of security service. Most businesses provide a range of services and are thus counted in a number of categories. Each of these service categories requires specific skills and competencies. The full range of security service categories and the numbers of businesses indicating their involvement in each are provided in Table 2-2.

Of the 8 144 registered security businesses in 2014, most provide guarding or patrolling services (7 220); entertainment or venue control (6 231); bodyguarding (6 089); electronic monitoring (5 715); special events control (5 578); security training (5 304); and rendering of security services or personnel (5 093). Those companies that render the specialist services of dog training (13) and anti-poaching services (5) make up only a small number.

Table 2-2 Number of Private Security businesses operating in the various categories of Security Service, 2014

<table>
<thead>
<tr>
<th>Category of Security Service</th>
<th>Number of businesses involved</th>
</tr>
</thead>
<tbody>
<tr>
<td>Guarding or patrolling (commercial, industrial or residential)</td>
<td>7 220</td>
</tr>
<tr>
<td>Entertainment or venue control</td>
<td>6 231</td>
</tr>
<tr>
<td>Bodyguarding (close personal protection)</td>
<td>6 089</td>
</tr>
<tr>
<td>Security control room or electronic monitoring</td>
<td>5 715</td>
</tr>
<tr>
<td>Special events control</td>
<td>5 578</td>
</tr>
<tr>
<td>Security training or instruction</td>
<td>5 304</td>
</tr>
<tr>
<td>Rendering security services or security personnel</td>
<td>5 093</td>
</tr>
<tr>
<td>Reaction or response services</td>
<td>4 550</td>
</tr>
<tr>
<td>Private investigation</td>
<td>4 478</td>
</tr>
<tr>
<td>Safeguarding assets in transit or secure transportation</td>
<td>4 465</td>
</tr>
<tr>
<td>Security consulting and advice</td>
<td>4 181</td>
</tr>
<tr>
<td>Security equipment installation, servicing and repair</td>
<td>3 670</td>
</tr>
<tr>
<td>Car watching</td>
<td>3 199</td>
</tr>
<tr>
<td>Security equipment manufacturing, importing, distribution or advertising</td>
<td>1 705</td>
</tr>
<tr>
<td>Locksmith / key cutting</td>
<td>1 160</td>
</tr>
<tr>
<td>Insurance</td>
<td>846</td>
</tr>
<tr>
<td>Security and loss control</td>
<td>707</td>
</tr>
<tr>
<td>Fire prevention and detection</td>
<td>459</td>
</tr>
<tr>
<td>Consulting engineer</td>
<td>155</td>
</tr>
<tr>
<td>Alarm installation</td>
<td>129</td>
</tr>
<tr>
<td>Dog training</td>
<td>13</td>
</tr>
<tr>
<td>Anti-poaching</td>
<td>5</td>
</tr>
</tbody>
</table>

Source: PSiRA Annual Report 2014
2.4.3 PROVINCIAL DISTRIBUTION OF BUSINESSES

In terms of provincial distribution, more than one third (35%) of the security businesses registered with PSiRA are situated in Gauteng. This is in line with factors such as Gauteng’s large residential population, the concentration of national economic activity in the province and provincial crime rates. KwaZulu-Natal is home to the next largest proportion of private security companies (16%). The Free State and the Northern Cape have the smallest proportions of registered security businesses, with just 3% and 1% of the total respectively (see Figure 2-1).

Figure 2-1 Provincial distribution of registered Private Security businesses, 2014

Source: PSIRA Annual Report 2014

2.5 LABOUR MARKET PROFILE

Available data sources for employees in the Private Security subsector include the WSP data submitted by SASSETA-registered companies and the numbers of security officers registered with PSiRA. Despite the limitations of these sources, they are considered in this section to develop a profile of the labour market of the Private Security subsector.

2.5.1 EMPLOYMENT

According to the Private Security Industry Regulation Act, security officers include everyone who receives or is entitled to receive remuneration, reward, fee or benefit from directly or indirectly providing or assisting in providing a security service. Security services are defined as including the following activities:25

- Protecting or safeguarding a person or property in any manner
- Giving advice on the protection or safeguarding of a person or property, on security services, or on the use of security equipment
- Providing a reactive or response service in connection with safeguarding of a person or property
- Providing a service aimed at ensuring order and safety on premises used for sporting, recreational, entertainment or similar purposes
- Manufacturing, importing, distributing or advertising of monitoring devices
- Performing the functions of a private investigator
- Providing security training or instruction to a security service provider or prospective security service provider

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- Installing, servicing or repairing security equipment
- Monitoring signals or transmissions from electronic security equipment
- Performing the functions of a locksmith
- Making available persons to provide a security service
- Managing, controlling or supervising the rendering of a security service.

Thus security officers make up the bulk of workers in the Private Security subsector and exclude only administrators, clerks and other support staff. Furthermore, security officers are required by law to be registered with PSiRA and security businesses are required to pay annual fees to PSiRA in respect of all the security officers in their employ. These registered security officers are considered by PSiRA to be ‘active’ and they constitute an important source of information on employment levels in the Private Security subsector. PSiRA stats show that there has been a steady increase in the number of active security officers over the past four years: from a figure of 427 174 in 2012 to 487 058 in 2014 (Figure 2-2).

![Figure 2-2 Employment in the Private Security subsector 2012-2014](chart)

Source: PSiRA Annual Reports 2011/12, 2012/13 & 2013/14 and SASSETA WSP data

Another source of information on subsector employment is the WSPs submitted to the SASSETA by companies in its Private Security subsector. According to this data, total employment increased from 350 684 in 2012 to 406 618 in 2014 (see also Figure 2-2). Employment in the Private Security subsector is thus conservatively calculated as in excess of 400 000 and may even be in excess of 500 000.

### 2.5.2 PROVINCIAL DISTRIBUTION OF EMPLOYEES

From a geographical perspective, 69% of Private Security subsector employees are employed in Gauteng according to WSP data. The province with the next largest proportion is KwaZulu-Natal (11%) followed by the Western Cape (9%). The Free State (2%), North West (1%) and Northern Cape (1%) have the lowest proportion of subsector employees (Figure 2-3).

While Gauteng undoubtedly does have the largest concentration of Private Security subsector employees based on the concentration of large companies and head offices in the province, the province’s figures are skewed by the fact that some companies have allocated all their employees to the province in which their head office is situated, rather than to the various provinces in
which the employees are actually based. The geographical distribution of active security officers is therefore likely to provide a more accurate picture of the distribution of employees in the sub-sector. This data indicates that a lower 40.4% of active security officers are employed in Gauteng, followed by KwaZulu-Natal (16%) and the Western Cape (11%), while the Free State (4%) and the Northern Cape (1%) employ the lowest proportion (Figure 2-4).

**Figure 2-3 Provincial distribution of Private Security subsector employees, 2014**

![Provincial distribution of Private Security subsector employees, 2014](image)

Source: WSP submissions 2014

**Figure 2-4 Provincial distribution of registered and employed security officers 2014**

![Provincial distribution of registered and employed security officers 2014](image)

Source: PSIRA Annual Report 2014

### 2.5.3 OCCUPATIONAL DISTRIBUTION OF EMPLOYEES

The overwhelming majority of employees in the Private Security subsector fall in the occupational category of service and sales workers. This figure was 90% in 2014, a proportion which has remained stable in the face of significant employment growth over the period 2012-2014 (Table 2-3). Within this group, the occupation of security officer accounts for the overwhelming majority (96% in 2014), while other important occupations include the following: alarm, security or surveillance monitor; retail loss prevention officer; armoured car escort; security consultant; emergency service and rescue official; intelligence operator; and escort.
Table 2-3 Occupational distribution of Private Security subsector employees, 2012-2014

<table>
<thead>
<tr>
<th>Occupational Category</th>
<th>2012</th>
<th></th>
<th>2013</th>
<th></th>
<th>2014</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>N</td>
<td>%</td>
<td>N</td>
<td>%</td>
<td>N</td>
<td>%</td>
</tr>
<tr>
<td>Legislators, Senior Officials and Managers</td>
<td>11 272</td>
<td>3</td>
<td>12 713</td>
<td>3</td>
<td>14 300</td>
<td>4</td>
</tr>
<tr>
<td>Professionals</td>
<td>1 951</td>
<td>1</td>
<td>2 867</td>
<td>1</td>
<td>2 498</td>
<td>1</td>
</tr>
<tr>
<td>Technicians and Associate Professionals</td>
<td>8 676</td>
<td>2</td>
<td>7 923</td>
<td>2</td>
<td>8 236</td>
<td>2</td>
</tr>
<tr>
<td>Clerks</td>
<td>7 951</td>
<td>2</td>
<td>8 964</td>
<td>2</td>
<td>8 821</td>
<td>2</td>
</tr>
<tr>
<td>Service and Sales Workers</td>
<td>312 586</td>
<td>89</td>
<td>355 051</td>
<td>90</td>
<td>366 742</td>
<td>90</td>
</tr>
<tr>
<td>Craft and Related Trades Workers</td>
<td>3 099</td>
<td>1</td>
<td>2 557</td>
<td>1</td>
<td>2 017</td>
<td>0</td>
</tr>
<tr>
<td>Plant and Machine Operators and Assemblers</td>
<td>696</td>
<td>0</td>
<td>664</td>
<td>0</td>
<td>686</td>
<td>0</td>
</tr>
<tr>
<td>Elementary Occupations</td>
<td>4 453</td>
<td>1</td>
<td>2 727</td>
<td>1</td>
<td>3 319</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>350 684</td>
<td>100</td>
<td>393 467</td>
<td>100</td>
<td>406 618</td>
<td>100</td>
</tr>
</tbody>
</table>

Source: WSP submissions 2012 – 2014

Legislators, Senior Officials and Managers make up 4% of total employment in 2014. Occupations of significance in this group include the following: security services manager; operations manager (non-manufacturing); director (enterprise/organisation); contract manager; and corporate general manager.

Technicians and Associate Professionals account for 2% of employment in the Private Security subsector, with the most significant occupation in this group being electronic engineering technician. Professionals account for only 1% of subsector employment. Significant occupations in this group include those of human resource advisor; occupational instructor/trainer; accountant (general); software developer; training and development professional; telecommunications field engineer; and ICT security specialist.

2.5.4 POPULATION GROUP

According to WSP data for 2014, 90% of employees in the Private Security subsector were African. White employees made up 5%, Coloured employees 4% and Indian employees 1% of the total. African representation increased slightly from 87% in 2012 to 90% in 2014 (Table 2-4).

Table 2-4 Population group of Private Security subsector employees, 2012-2014

<table>
<thead>
<tr>
<th>Year</th>
<th>African N</th>
<th>%</th>
<th>Coloured N</th>
<th>%</th>
<th>Indian N</th>
<th>%</th>
<th>White N</th>
<th>%</th>
<th>Total N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>2012</td>
<td>306 349</td>
<td>87</td>
<td>20 007</td>
<td>6</td>
<td>3 577</td>
<td>1</td>
<td>20 750</td>
<td>6</td>
<td>350 684</td>
<td>100</td>
</tr>
<tr>
<td>2013</td>
<td>351 345</td>
<td>89</td>
<td>18 199</td>
<td>5</td>
<td>3 410</td>
<td>1</td>
<td>20 513</td>
<td>5</td>
<td>393 467</td>
<td>100</td>
</tr>
<tr>
<td>2014</td>
<td>366 359</td>
<td>90</td>
<td>17 216</td>
<td>4</td>
<td>3 445</td>
<td>1</td>
<td>19 600</td>
<td>5</td>
<td>406 618</td>
<td>100</td>
</tr>
</tbody>
</table>

Source: WSP submissions 2012 – 2014

Information on the population group of active security officers was not available.

2.5.5 GENDER

In 2014, 80% of employees in the Private Security subsector were male, while 20% were female (Table 2-5).
Table 2-5 Gender of Private Security subsector employees, 2012-2014

<table>
<thead>
<tr>
<th>Year</th>
<th>Male</th>
<th>N</th>
<th>%</th>
<th>Female</th>
<th>N</th>
<th>%</th>
<th>Total</th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>2012</td>
<td>278 654</td>
<td>79</td>
<td></td>
<td>72 030</td>
<td>21</td>
<td></td>
<td>350 684</td>
<td>100</td>
<td></td>
</tr>
<tr>
<td>2013</td>
<td>304 879</td>
<td>77</td>
<td></td>
<td>88 588</td>
<td>23</td>
<td></td>
<td>393 467</td>
<td>100</td>
<td></td>
</tr>
<tr>
<td>2014</td>
<td>327 188</td>
<td>80</td>
<td></td>
<td>79 430</td>
<td>20</td>
<td></td>
<td>406 618</td>
<td>100</td>
<td></td>
</tr>
</tbody>
</table>

Source: WSP submissions 2012 – 2014

Figure 2-5 Gender of registered and employed security officers 2013-2014

Of the active security officers, the majority are also male. The proportion of active female security officers is however increasing, with the majority of the increase occurring in the total group of active security officers between 2013 and 2014 – due to the increased employment of females. The latest figures show that 81% of security officers are male and 19% are female (Figure 2-5).

2.5.6 AGE

More than half of the employees in the Private Security subsector are below the age of 35 years, a trend that has been consistent over the 2012 to 2014 period. The majority of the remainder of employees are between the age of 35 and 55 years (42% in 2014), while only 2% of employees are above the age of 55 (Table 2-6).

Table 2-6 Age of Private Security subsector employees, 2012-2014

<table>
<thead>
<tr>
<th>Year</th>
<th>Under 35</th>
<th>N</th>
<th>%</th>
<th>35 - 55</th>
<th>N</th>
<th>%</th>
<th>Over 55</th>
<th>N</th>
<th>%</th>
<th>Total</th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>2012</td>
<td>201 125</td>
<td>57</td>
<td></td>
<td>142 362</td>
<td>41</td>
<td></td>
<td>7 197</td>
<td>2</td>
<td></td>
<td>350 684</td>
<td>100</td>
<td></td>
</tr>
<tr>
<td>2013</td>
<td>214 048</td>
<td>54</td>
<td></td>
<td>171 541</td>
<td>44</td>
<td></td>
<td>7 878</td>
<td>2</td>
<td></td>
<td>393 467</td>
<td>100</td>
<td></td>
</tr>
<tr>
<td>2014</td>
<td>227 576</td>
<td>56</td>
<td></td>
<td>171 316</td>
<td>42</td>
<td></td>
<td>7 727</td>
<td>2</td>
<td></td>
<td>406 618</td>
<td>100</td>
<td></td>
</tr>
</tbody>
</table>

Source: WSP submissions 2012 – 2014
3. KEY SKILLS ISSUES

This chapter considers the factors that drive change in the Private Security subsector, as well as the relevant pieces of legislation, national plans and strategies that have an impact on skills requirements and skills development in and for the subsector. The first section presents the major change drivers, while the second section presents the relevant legislation, national plans and strategies. Because of the inter-related nature of and the way in which these factors affect skills requirements and skills development for the subsector, the specific implications of these issues on skills planning are discussed in the final section of this chapter.

3.1 CHANGE DRIVERS

3.1.1 CRIME RATES AND THE CHANGING NATURE OF CRIME

Crime rates in South Africa are increasing, particularly for violent crime (see Chapter 2). Additionally, the nature of crime is changing so that crimes related to money laundering, drug and human trafficking, cyber crime, the smuggling of firearms and rhino poaching are becoming more prominent.26 27 Of particular importance to the Private Security subsector is the shift towards crimes targeting the retail sector, and businesses based in shopping malls particularly.28

The roles of the Private Security subsector and that of the South African Police Service (SAPS) are distinct and should be recognised as complementary. Individuals and businesses wanting to protect themselves and their assets look towards the Private Security subsector, with SAPS itself spending a significant proportion of its budget on private security services.29 Thus these changes are driving an increase in the demand for private security services of all types as well as in the level of sophistication of the services demanded, which in turn affect the skills requirements of the subsector.

At the same time, new levels of partnership and co-operation are required between security officers and members of SAPS. A related development in the retail sector in particular is that businesses employing security guards increasingly expect guards to act as a ‘face’ for their businesses and to assist customers by providing information related to the retail centre, its shops and its products. Hence they are expected to have higher level baseline and communication skills.30

3.1.2 PROFESSIONALISATION AND COMPLIANCE OF THE SUBSECTOR

The large-scale growth in the Private Security subsector over the past decade, driven by the increasing demand for private security services and facilitated by the low barriers to entry in the subsector, has been characterised by an increasing number of private security businesses operating in South Africa. While positive from an economic and employment perspective, this growth has been associated with high levels of competition and increased non-compliance by security service providers as a means to reduce their operating costs and increase competitiveness. Non-compliance in the Private Security subsector has many forms, and businesses may be guilty of one or more of areas of non-compliance.

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27 PSIRA Strategic Plan 2015/16 - 2019/20
28 Private Security subsector workshop, August 2015.
30 Private Security subsector workshop, August 2015.
In order for a private security business to be fully compliant, it needs to adhere to all of the following requirements.  

- All security service providers must be registered with PSiRA.
- All employees deployed to render a security service must be registered as security officers with PSiRA.
- All security officers should be in possession of the necessary training certificates from accredited training establishments.
- All security officers must be paid at the least minimum statutory wage level applicable in terms of the Sectoral Determination 6: Private Security Sector, and must adhere to the other conditions of employment laid down in this document.
- Security service providers must guarantee that all its security officers will adhere to the statutory code of conduct for security service providers.
- Security service providers must ensure that its security officers are specifically trained for the task they have been allocated to do.
- Security service providers must have their security officers registered with the Private Security Sector Provident Fund (PSSPF) and make the applicable monthly contribution.
- Security service providers must be registered with SARS for Income Tax, VAT, PAYE, SDL and UIF.
- Security service providers must be registered for Workman’s Compensation.
- Security service providers must comply with the Broad-Based Black Economic Empowerment (B-BBEE) requirements.

Non-compliance, which is exacerbated by a widespread lack of awareness on the part of consumers (including government departments) about compliance requirements and the primary focus by consumers on the price of security services, has resulted in the following challenges for the subsector: exploitation of security officer’s basic conditions of employment; instances of human rights violations; weak firearms controls; criminality within the private security industry; identity theft by foreign nationals working in the subsector who want to gain access to employment in South Africa.  

Guarding, which is the largest private security service category, has historically been most subject to ‘fly-by-night’ operators who are not registered and do not comply with legislation.

PSiRA compliance inspection visits to all security businesses during the 2013/14 year found that about 10% (472) were still employing untrained security officers, while 15% (725) were failing to report accurately on new appointments and dismissals of security officers and other staff. Of the inspections conducted on security officers, 15% (3,621) were found to be untrained, while 41% (9,874) were found not to be carrying their PSiRA ID cards. Of the security officers inspected who use firearms (345), 16% (55) were found not to be competent in such use.

Furthermore, while PSiRA is tasked with regulating the compliance and professionalisation of the Private Security subsector, it is itself plagued by challenges in respect of effective governance and capacity in terms of both physical and human resources. For instance, PSiRA’s number of approved posts in 2013/14 was 286, of which only 211 were filled. While 12 of these posts were

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temporarily occupied by contract staff, the total of 75 unfilled posts gave the organisation a high overall vacancy rate of 26.2%. Considering specific figures, PSiRA appears to most urgently need ‘professional qualified’, ‘skilled’ and ‘semi-skilled’ people in the Finance and Administration, and the Law Enforcement programmes. These challenges currently compromise PSiRA’s ability to act as an effective regulator for the subsector.

However, compliance, effectiveness and professionalisation of the private security industry are critical to improve both the service delivery capacity and the image of the subsector to its stakeholders and to the public in general.

### 3.1.3 ADVANCES IN INFORMATION TECHNOLOGY (IT) AND CONVERGENCE

Advances in technology are driving a shift from physical to more automated forms of security, which include offsite monitoring and remote access control. In the face of high crime levels, large corporations demand access to the latest forms of security technology and are willing to make substantial investments to prolong the longevity of the systems they install. Improved access control systems such as biometric fingerprint access or card identification need to be supported by advanced camera surveillance that can clearly identify people and objects under all conditions, and also need to be linked to company human resource databases and other systems. This trend, along with the increasing sophistication of information and other technologies, is actively driving the formation of partnerships between IT providers and security companies.

The integration of the IT and physical security industries, which is mainly due to technological innovations in Internet Protocol (IP) networking, has also resulted in increasing convergence in the Private Security subsector. This is characterised by the ability of security service providers to meet customer demands for an increasing range of more sophisticated services. The Private Security subsector is thus moving from being isolated in terms of its product and service offering to being much more integrated, with companies that offer a range of services having a competitive advantage over companies that offer limited services.39

In line with this, the electronic security segment of the private security subsector is now the fastest growing segment. Large traditional security service providers (who previously focused exclusively on guarding activities) have moved into electronic security at the same time as electronics companies such as Nashua and Siemens, who have not traditionally been involved in the security sector. The impact of this move on the security sector is twofold. Firstly, the line between the electronics sector and the security sector in relation to electronic security has become increasingly blurred, with the manufacturers and importers, distributors and installers of electronic security equipment now all falling within the ambit of the private security subsector. Related to this has been the increasing complexity of regulating this portion of the subsector. Secondly, new and more high-level skills that include both electronic and security elements are increasingly required by the private security subsector.40

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40 Interview with Anthony Rosenbaum, Chairperson of the Electronic Security Industry Alliance (ESAI) September 2015.
3.2 LEGISLATION, NATIONAL PLANS AND STRATEGIES

3.2.1 SECURITY TRAINING

According to the Private Security Industry Regulation Act (56 of 2001)\(^{41}\), all security service providers must be registered with the PSiRA before they are legally allowed to provide a security service. Included as security service providers are security training providers. In terms of the transitional provisions of the above Act, the Training of Security Officers Regulations, 1992 (made in terms of the repealed Security Officers Act) remain in force. The Private Security Industry Regulations, 2002\(^{42}\) expand on the Private Security Industry Regulation Act and make provision for the continuance of the PSiRA-accredited training courses, i.e. grades “A” to “E”, and specialised training (e.g. armed response).

In particular, these regulations state that all natural persons registered as security service providers must have completed at least the training course described and recognised as ‘Grade E’, while those persons who serve as directors, members, trustees and partners of security businesses need to have completed at least the training course described and recognised as ‘Grade B’. In terms of the above legislation, all security training providers are required by law to be registered with PSiRA but they are not yet compelled to have their training accredited by any organisation other than PSiRA. Before the establishment of the Quality Council for Trades and Occupations (QCTO), SASSETA was accredited by the South African Qualifications Authority (SAQA) to perform the function of an Education and Training Quality Assurance Body (ETQA) in terms of the SAQA Act.

After the establishment of the QCTO SASSETA entered into an agreement with the QCTO to retain the quality assurance functions of the security-related qualifications registered on the NQF. Since 2006, PSiRA has been encouraging its security training providers to register as training providers with SASSETA and to offer NQF-aligned training.\(^{43}\) Despite the role that SASSETA has been playing in the development and quality assurance of qualifications, it is still PSiRA-accredited grade training rather than SASSETA-accredited training that is required in order for someone to register with PSiRA and to work legally as a security officer in the Private Security subsector.

3.2.2 CODE OF CONDUCT FOR SECURITY PROVIDERS

All security service providers in South Africa are legally bound by the Department of Safety and Security’s Code of Conduct for Security Providers 2003, which was developed in accordance with the Private Security Industry Regulation Act. The purpose of the Code is to promote, achieve and maintain a trustworthy and professional private security industry that acts in terms of the law applicable to the members of the industry, and that assists and co-operates with state security services as necessary.

At the foundation of the code lies the requirement for security service providers to behave in a manner that is honest, truthful, fair, responsible, efficient, self-disciplined and sober. Furthermore, security service providers are to have an in-depth knowledge of the law applicable to them and their own functions in relation to the law, and they have to operate at all times with specific reference to the above and in line with their own level of training.\(^{44}\)

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3.2.3 FIREARMS CONTROL ACT

A significant proportion of security officers in the private security industry need to be licensed to possess and handle firearms. Additionally, firearm trainers must be registered with PSiRA as security service providers. The Firearms Control Act, 2000, determines the conditions for applying for competency certificates for the possession and use of firearms. These conditions include having mastered the necessary knowledge and undergone practical training and testing.45

The Firearms Control Act has unfortunately not been implemented well, and gun control in South Africa remains weak. The poor state of the police-run Central Firearms Registry is partly to blame46. Meanwhile, the Firearms Control Amendment Act (28 of 2006) was promulgated in an attempt to address the gaps in the legislation.47

3.2.4 PRIVATE SECURITY INDUSTRY REGULATION AMENDMENT BILL

Similarly, concerns by government and civil society around the effective regulation of the private security industry have resulted in the Private Security Industry Regulation Amendment Bill. The Bill seeks to address a number of challenges related to the existing Private Security Industry Regulation Act. In relation to PSiRA, these challenges include the lack of effective governance, a lack of resources and capacity, and the dependence on the industry to fund its activities. In relation to the private security industry, challenges include the lack of proper accountability for firearms in the possession of industry members, as well as criminality within the subsector.48

The Bill also expands the definition of security service providers, with the result that many participants in the electronic security segment of the subsector who were not previously included as security service providers will now be. As part of this inclusion, a number of new occupations will need to be included in the Private Security subsector. The intention of this move is to improve the regulation of the increasingly important electronic security industry. Yet the implications are far-reaching, especially in terms of training, as the current legislated training requirements for registration with PSiRA are inadequate and inappropriate for many occupations in this segment of the Private Security subsector.49

3.2.5 EMPLOYMENT TAX INCENTIVE ACT

The Employment Tax Incentive Act 26 of 2013, commonly known as the youth wage subsidy, applies to qualifying individuals between the ages of 18 and 29 years employed after 1 October 2013. The purpose of the youth wage subsidy is to assist in addressing South Africa’s high unemployment rate by supporting employment growth through a focus on labour market activation, especially in relation to young work seekers.50 According to representatives of the Private Security subsector, uptake of the youth wage subsidy has been extensive, as companies seek to improve their cost competitiveness through the application of this tax incentive.51

49 Interview with Anthony Rosenbaum, Chairperson of the Electronic Security Industry Alliance (ESAI) September 2015.
51 Private Security subsector workshop, August 2015.
3.2.6 BROAD-BASED BLACK ECONOMIC EMPOWERMENT AMENDMENT ACT

The Broad-Based Black Economic Empowerment Amendment Act 46 of 2013 and the revised Broad-Based Black Economic Empowerment (B-BBEE) Codes of Good Practice came into effect in October 2014. This legislation symbolises a new beginning in the re-orientation of government’s transformation policy to focus more on productive B-BBEE and the growth of black entrepreneurs through enterprise development and supplier development elements.52

In particular, a company’s B-BBEE status (as rated through the Generic Scorecard) is important for securing government tenders. In addition to enterprise and supplier development, the priority elements of the Code of Good Practice relate to company ownership and skills development.53

3.2.7 OTHER NATIONAL PLANS AND STRATEGIES

In relation to the broader national context, Chapter 12 of the National Development Plan 2030 (NDP) focuses on building safer communities, with one of its key points stating that an integrated approach to safety and security will require coordinated activity across a variety of departments, the private sector and community bodies, the latter to include revitalised community-safety centres.

This is taken further by the Medium-Term Strategic Framework (MTSF) 2014 – 2019 that has outcomes and sub-outcomes aimed specifically at the Justice, Crime Prevention and Security (JCPS) Cluster. Sub-outcomes of relevance to the Private Security subsector include the following: reducing levels of contact crime; ensuring an efficient and effective criminal justice system; ensuring South Africa’s borders are effectively defend and secured; tackling cyber-crime; ensuring domestic stability and security; and securing the identity of all persons in South Africa. In order to achieve this, PSiRA’s Strategic Plan prioritises the strengthening of relationships with other entities in the JCPS Cluster, the weeding out of corruption and criminality in the subsector, the improvement of industry compliance, and the implementation of a Charter of Ethics, to name but a few.54

3.3 IMPLICATIONS FOR SKILLS PLANNING

The issues discussed in the sections above, as well as those that emerged from the presentation of the subsector profile, have multi-faceted implications for skills and training requirements for the Private Security subsector:

The need for improved subsector compliance highlights the significant need for basic and specialised training of both registered and not-yet-registered security officers currently operating in the subsector. To provide basic and specialised security officer training, every effort must be made to encourage the provision and uptake of SAQA-accredited, NQF-aligned training rather than the traditional training courses utilised by the subsector.

As part of this drive, it will be imperative for PSiRA and SASSETA to work hand in hand with the subsector to develop qualifications that meet the needs of all stakeholders. In other words, new qualifications should not only be SAQA-accredited and NQF-aligned, but they also need to comply with the legal requirements for PSiRA registration as well as the skills needs of employers in the various segments of the Private Security subsector. Firearms training must be prioritised

where necessary and supported in order to contribute to the national drive for improved compliance and effective regulation of the distribution and use of firearms in the country. Demands for increasing collaboration and co-operation between the various segments of the national security sector will require that members of the Private Security subsector receive training on their specific roles and responsibilities in relation to other role players such as SAPS and community policing forums.

In particular, reaction officers need to be trained in crime scene management, as they generally arrive at crime scenes before members of the police do, and their management of the scene is critical to the preservation of evidence. For the private security industry to play its part in tackling the high level crimes of sophisticated cross-border syndicates, specialised training in identifying and dealing with these forms of crimes specifically is required. Additionally, specific training may be required to empower the subsector to identify and effectively deal with crimes of identity theft.

Training on the subject of ethics is needed at all levels across the subsector and its regulatory body. Issues such as compliance and anti-corruption need to be tackled as part of this training. Strongly related to the above is the widespread need for improved management and leadership skills in the subsector and in its regulatory body.

The demand for private security services is likely to remain strong. Despite the anticipated plateau in net subsector employment, the sector will remain the recipient of high levels of new (and increasingly youthful) employees. This will call for all forms of appropriate training for new recruits alongside the upgrading of the skills of existing employees.

The subsector is likely to see a change in the composition of skills, seeing that factors such as increased off-site monitoring, remote access control, and the use of more and more sophisticated identification and security technologies reduce the need for on-site guards with relatively low skills levels and increase the need for security officers who are skilled in the use of these technologies. By the same token, increasing use of technology in private security service provision will demand an improvement in the baseline skills of the people employed in the subsector, even while the subsector remains a key sector for entry-level employment.

Convergence, alongside the inclusion of new elements of the electronic security industry into the subsector, will also mean an increasing need for people with a combination of high-level IT skills and general security skills. This is due to the growing demand for integrated services and the fact that more and more companies are forced to offer these to remain competitive. The growth of the electronic security industry also presents the Private Security subsector with the opportunity to change its image from ‘sector of last resort’ to ‘sector of choice’ in respect of related electronic occupations.

Part of this may however require existing electronic qualifications to be recognised by PSiRA as sufficient for registration, or additional security-specific electronics qualifications or skills programmes to be developed and made available. Demand for skills and related training is also high in the regulatory segment of the subsector. Current levels of capacity in PSiRA point to training needs with regard to ethics and other more general skills.

The organisation’s vacancy rate is also a serious concern and new recruits to PSiRA will require necessary training. As the industry grows and expands its geographical footprint, so PSiRA will need to increase its internal capacity to provide effective regulation of the industry. While government remains a large client of the Private Security subsector, the skills development priority of B-BBEE compliance will also remain a major factor that drives the direction and focus of skills development in the subsector. SASSETA needs to be aware of this so that skills development
initiatives are complementary rather than competitive. Finally, industry anticipates that the implementation of the Private Security Industry Regulation Amendment Bill will have a widespread impact on the subsector, and on its skills requirements and training needs. These cannot all be anticipated yet, but need to be monitored and responded to appropriately and timeously.

In summary, the training and skills needs in the Private Security subsector remain extensive if the subsector is to improve its professionalism, as well as its service delivery capacity and public image. The subsector currently shares in the overall image of the national security sector, which unfortunately does not promote the recruitment or the retention of high-level skills.

This is especially the case with skills such as engineering and IT, which are in short supply nationally and highly transferable between economic sectors. Improved levels of compliance and professionalism are thus critical to changing the current situation and demand that focused and relevant skills development in the subsector before-fronted.

4. THE EXTENT OF SKILLS MISMATCHES

4.1 EXTENT AND NATURE OF DEMAND

According to the WSPs submitted to the SASSETA by companies in its Private Security subsector, total employment increased from 350 684 in 2012 to 406 618 in 2014. PSiRA stats also show that there has been a steady increase in the number of active security officers over the past four years, from a figure of 411 109 in 2010/11 to 487 058 in 2013/14 (Figure 2-2). These figures provide estimates of the overall levels of demand and suggest that the demand for skills in the Private Security subsector has increased steadily over the past few years.

Vacancy data is not available for the Private Security subsector. However, due to the nature of the subsector, in which companies secure work through tendering based on the resources they have or feel they can reasonably easily acquire, vacancy data would in any case provide very limited information on skills shortages in the subsector. On the other hand, companies’ failure to provide adequate training for employees relative to the job they are expected to do, together with the extensive lists of scarce skills (see Section 4.4.1) and critical skills needs in the subsector (see Section 4.4.2), suggests that the supply of skills to the sector does not match demand adequately.

Of special significance to the Private Security subsector in particular is the geographical nature of the skills demand, and its impact on the large guarding segment of the subsector. According to industry representatives the relatively low wages of most guards does not make it economically viable for them to relocate to take up employment in different geographical locations. Thus, when a company wins a new tender, particularly in the smaller towns across the country, they generally need to recruit, train and register new security officers to take up the guarding positions.

These people need to come from the local areas and must be trained and registered with PSiRA quickly as companies are generally not given more than 6 weeks’ notice to start work on their contracts. As wages for guards are unlikely to improve and make relocation feasible for them, this element of sector demand must be considered in any new training structure developed for the guarding segment of the Private Security subsector.55

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55 Private Security subsector workshop, August 2015.
4.2 EXTENT AND NATURE OF SUPPLY

PSiRA registers the following classes or categories of security service providers:

- Guarding (Grade E – Grade A)
- Generic Management and Management for all the categories and classes of security service provider
- Consultants / Advisors
- Reaction Officers
- Assets in Transit
- Retail Security
- Special Events
- Close Protection
- Locksmith and Safe Technicians
- Private Investigators
- Dog Handlers
- Training Instructors / Facilitators
- National Key Point Officers
- Facilitators / Assessors / Moderators

In order to be registered with PSiRA and work legally in the Private Security subsector as a security officer, it is necessary to first complete at least the training recognised by PSiRA as Grade E and Grade D. Grade E training is generally completed over a period of 2 weeks, while Grades D to A are provided over one week each. This training may be provided by security service providers to prospective employees. People who are interested in accessing employment in the Private Security subsector can also access this training directly via security training providers without having a prospective employer.

Currently this ‘grade training’ is still based on the prescriptions of the Training of Security Officer Regulations, 1992, and includes additional specialisation courses such as armed response, assets in transit, special events and dog handler, which are required to be registered in these classes. Grade training is biased heavily towards guarding and its specialisations, which historically made up the largest and most important segment of the Private Security subsector.

PSiRA’s group of ‘active’ security officers refers only to those registered security officers who are currently employed by registered security businesses. All other registered security officers are counted as part of the group referred to as ‘inactive’. After implementation of the Private Security Industry Regulation Amendment Bill, it will be necessary for security officers to renew their PSiRA registration every 18 months. However, at present this is not the case and the group of ‘inactive’ security officers involves everyone who has ever been registered as a security officer, who has not actively been removed from the register and who is not currently working in the Private Security subsector.

Thus, included in the group of ‘inactive’ security officers are a diverse range of people, some of whom may be available for employment in the subsector. These are the people who have completed the qualifying grade training but have not yet found employment, or who are currently unemployed after a period of employment in the sector. The group also includes those people who may have found employment in other sectors of the economy since their registration with PSiRA, or who may now be retired and are thus unavailable to the subsector. At this stage, it is therefore not possible to quantify what proportion of the current figure of over 1 800 000 ‘inactive’ security
officers registered with PSiRA is genuinely available as a source of skills supply for the Private Security subsector. In addition to the grade training system, SASSETA developed and registered a number of qualifications specifically for the Private Security subsector (Table 4-1). These qualifications consist of unit standards that are available to the subsector as skills programmes relevant to all classes of security service providers.

Table 4-1 SAQA qualifications relevant to the training of security officers

<table>
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<tr>
<th>Qualification Name</th>
<th>Qualification Type</th>
<th>NQF Level</th>
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<tbody>
<tr>
<td>Specialist Security Practices</td>
<td>Further Education and Training Certificate</td>
<td>Level 4</td>
</tr>
<tr>
<td>Use of Firearms</td>
<td>Further Education and Training Certificate</td>
<td>Level 4</td>
</tr>
<tr>
<td>Firearm Training</td>
<td>Further Education and Training Certificate</td>
<td>Level 4</td>
</tr>
<tr>
<td>Dog Handling</td>
<td>Further Education and Training Certificate</td>
<td>Level 4</td>
</tr>
<tr>
<td>Locksmithing</td>
<td>National Certificate</td>
<td>Level 3</td>
</tr>
<tr>
<td>Close Protection</td>
<td>National Certificate</td>
<td>Level 5</td>
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<tr>
<td>Electronic Security Installation Practices</td>
<td>Further Education and Training Certificate</td>
<td>Level 4</td>
</tr>
<tr>
<td>Generic Management</td>
<td>Further Education and Training Certificate</td>
<td>Level 4</td>
</tr>
<tr>
<td>Generic Management</td>
<td>National Certificate</td>
<td>Level 5</td>
</tr>
</tbody>
</table>

Source: PSiRA Industry Circular, 6 August 2014

PSiRA has determined that the grade training system will shortly be replaced with the new qualifications and unit standards that are in line with the National Qualifications Framework (NQF). Until now, the major form of skills development for security officers in the subsector has been industry-specific, non-accredited training. In future however, it is anticipated that NQF-aligned training and in particular skills programmes will constitute the major source of skills supply to the Private Security subsector.

Furthermore, PSiRA was recently accredited by SAQA as a professional body, and intends to implement requirements for security officers to renew their registration every 18 months. Part of the renewal process will involve the need to comply with certain continuous professional development (CPD) requirements.56

Finally, with regard to the supply of skills to the regulatory body in particular, SASSETA has partnered with PSiRA to establish an Internship Programme. Over the 2013/14-period, 24 graduate interns were provided with placements at PSiRA using discretionary funding provided by SASSETA. Of these, five were offered permanent posts and eight were placed on contracts at PSiRA, while 11 accepted outside permanent employment opportunities. A further seven interns were funded through the same programme at the beginning of 2014.57

4.3 SUPPLY-SIDE CONSTRAINTS

The Private Security subsector will only be able to meet compliance and professionalisation requirements if private security businesses are able to recruit, train and retain sufficient numbers of people with the appropriate level of skills. A significant number of challenges confront the sub-

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56 Interview with Ms Mpho Mofikoe, Deputy Director: Communication, CRM and Training at PSIRA, September 2015.
sector in this regard.\textsuperscript{58} While grade training remains popular, especially among companies that are eager to get new guards trained and registered in order to meet contract requirements, industry considers it to be extremely outdated, and inappropriate as the baseline training for the Private Security subsector as a whole. Examples of the many problems related to the current skill supply system for the subsector include the following:

- In order to work in the Private Security subsector at all (even to gain practical experience) requires registration with PSiRA, and therefore the completion of the basic grade training. Hence it is necessary to do the grade training before doing a learnership such as the General Security Practices learnership (known as the General Security Officer or GSO) learnership, which by definition involves work-integrated-learning.

Yet, having completed the grade training, an individual may legally work in the subsector as a security officer and therefore does not need to complete the learnership, which requires lengthy training and does not result in higher wages after completion of the qualification. The result is that there is very little incentive to complete full SASSETA-accredited and NQF-aligned training, which would significantly have improved the baseline skills in the subsector.

- People who have full qualifications relating to other segments of the subsector (such as locksmithing or electronics) are still required to complete the grade training before they can be registered with PSiRA, even though this training is not relevant to their occupation and does not include broad and generic Private Security subsector content.

- The directors and shareholders of businesses providing a security service are all required to have completed grade training, even though they may have business related qualifications and many years of experience in directorship positions. Persons who enter the sector at this level, generally consider this requirement to be insulting.

Other factors also constrain the supply of sufficient numbers of appropriate skills levels to the Private Security subsector:

- Skills development, particularly in the guarding segment, is driven largely by contracts. New guards are trained to meet contract requirements in specific geographical locations, and existing guards are given the opportunity to specialise, because tenders are won for which these specialisations are required. Large companies plan skills development proactively, but for the majority of businesses in the subsector, skills development is reactive and needs to be done quickly.

- The image of the sector is poor and due to the relatively low barriers to entry, the baseline skill levels of people entering the sector are low. Extensive training with regard to foundational, general and specific skills is therefore needed once people have been employed.

- The continued preference for grade training that is not NQF-aligned and not accredited by SASSETA makes it more difficult later to develop and upgrade employees’ skills to the specialist and managerial levels.

- A significant proportion of security training providers are ‘fly-by-night’ operators whose training is either not accredited with PSiRA or substandard. People who pay for this training in the hope of finding employment in the subsector may find that they are either unable to register with PSiRA or that even though they can register, they are unable to access or retain employment.

- Uptake of the learnerships system is severely undermined by the lack of a ‘learner’ registration category at PSiRA, which would allow learners to legally gain the practical workplace experience they need.

\textsuperscript{58} This section is based on the inputs of industry representatives obtained at the Private Security subsector workshop on 25 August 2015, as well as on individual interviews with Anthony Rosenbaum (ESIA), Steve Conradie (SIA) and Mpho Molikoe (PSiRA) in September 2015.
• Industry considers full learnership qualifications to be inappropriate as a means of training low-level guards, as these qualifications take too long to complete and result in a mismatch between the level of qualification and the wages of the occupation.

• Industry also reports that the Learnership in Electronic Security Installation is a very important qualification for the growing electronic security industry. However, SASSETA has not yet made available content for the qualification to training providers in the sector, with the result that the learnership is not yet available to learners.

• Legislation and curriculums need to change so that learnership qualifications and occupation-specific skills programmes comply with the necessary legal requirements for PSiRA registration in specific occupations or specialisations – without a need for the completion of additional training.

Notably, the only artisan occupation specific to the Private Security subsector is that of locksmith. The learnership qualification for this occupation is considered by industry to be insufficient to develop an adequate level of practical skills in learners. The result is that industry intends to focus on the apprenticeship programme rather than on learnerships to develop locksmith skills in future.

Finally, private security businesses that are not registered with PSiRA or that employ unregistered and/or untrained or insufficiently trained security officers are a particular constraint to the supply of adequate skills to the subsector’s skills development pipeline. While non-compliance may have short-term financial benefits to companies, it holds no long-term benefits to companies or the subsector.

4.4 IDENTIFICATION OF SCARCE AND CRITICAL SKILLS

4.4.1 SCARCE SKILLS
The occupations identified by the Private Security subsector as occupations in which they experience scarcity varied widely from year to year over the last three years and involve a wide range of occupations. Occupations in which the estimated need was greater than 10 people in 2014 and/or that were identified in more than one year or through the 2012 focus group process are listed in Table 4-2. This list was presented to industry for input at a workshop in August 2015, and stakeholders’ insights were incorporated. In relation to skills scarcity in the Private Security subsector, the following issues stand out:

• Scarcity exists across all the occupational levels and is not limited to a few occupational groups.
• Specialist electrical, electronic and IT skills are in short supply generally.
• Artisan locksmith skills are in short supply.
• Security training is compromised by the scarcity of educators and instructors.
• Specialist security skills such as investigation and consulting are scarce.
• Despite the apparent oversupply of registered security officers, the latter remains a scarce skill due to scarcity of particular specialisations within this occupation, such as security officers for events, aviation, control room operations, National Key Point Security, close protection, and dog handling.
<table>
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<th>OFO Code</th>
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<tr>
<td>721201</td>
<td>Elementary Occupations</td>
<td></td>
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</tbody>
</table>


*As locksmiths are generally self-employed, scarcity will not be picked up through WSP data. Shortages in this occupation were indicated by industry representatives at the Private Security subsector workshop, 25 August 2015.
4.4.2 CRITICAL SKILLS

The focus group discussions conducted with industry in 2012 raised a number of concerns in relation to the critical skills needs of the subsector. These were confirmed and expanded upon by Private Security subsector representatives at a workshop held in August 2015. The following critical skills needs emanate from the fact that the requirements for entry into the private security industry are lower than for the other security subsectors and that many of the basic skills levels of employees thus lower too:

- Basic literacy and numeracy skills
- Communication skills
- Customer care skills
- Report-writing skills
- Basic IT literacy skills

A number of critical skills relate to the requirement for additional specialist training of existing security officers within the subsector, who are operating in roles for which they have not received adequate training:

- National Key Point Security
- Investigation skills
- Dog handling skills

Many guards, while not registered or not accurately graded with PSiRA, have nevertheless acquired the relevant skills through years of on-the-job training. This fact points to the need for RPL (recognition of prior learning) for experienced guards, as well as for close protection specialist guards.

Critical skills needs for the Private Security subsector also emanate from the need to meet the requirements of specific legislation such as the Civil Aviation Act; the Firearms Control Act; National Key Points Act; the Occupational Health and Safety (OHS) Act; and the Mining Health and Safety Act. Regarding health and safety legislation, security companies need to employ safety representatives in certain legislated ratios to their other security officer employees.

The increase in the use of information and other forms of technology in the subsector requires workers to be competent at using technology – from basic word-processing to more complex applications such as the monitoring and use of CCTV cameras and other forms of surveillance. Fighting cyber-crimes is also an increasing part of the role of private security providers. In this context, the following critical skills are required:

- ICT skills including CCTV training
- Skills to identify, prevent and combat cyber crimes

Finally, at the higher levels particularly, but also broadly across the subsector, a critical need for improving the following skills has been highlighted:

- Management and supervisory skills in general
- Management and supervisory skills among designated (B-BBEE) groups

5. PARTNERSHIPS

The Private Security subsector can only achieve its goal of transformation in respect of professionalisation and compliance through the development of strategic and practical partnerships with other stakeholders in the sector. Some partnerships have been established recently, but these need to be grounded and utilised more extensively. New partnerships may also need to be created. PSiRA signed a Memorandum of Understanding (MoU) with SASSETA in August 2014 to strengthen collaboration and co-operation between the two bodies in support of replacing the
current non-accredited training of security officers with SAQA-registered and NQF-aligned training. SASSETA will in terms of the MoU perform the quality assurance of these new qualifications with a view to become the Assessment Quality Partner (AQP) for these qualifications. The MoU is also founded on a renewed commitment between PSiRA and SASSETA to improve the quality and suitability of training for the specific needs of the private security industry and its various segments.\(^\text{59}\)

In support of the development of new qualifications, it will be critical for SASSETA to form partnerships with the various industry associations and representative bodies in order to properly ascertain their skills needs. Only through a trilateral relationship between PSiRA, SASSETA and the Private Security subsector itself will it be possible to replace the existing outdated training structure with one that meets all requirements from a legal, educational and industry perspective.

While the majority of the subsector’s skills needs should in the long term be addressed through SASSETA-accredited qualifications, partnerships with other SETAs and institutions of further and higher education and training should be established to provide the subsector with skills in the areas of electrical and electronic engineering, IT, security trainers and educators, and security supervisors and managers.

Formal partnerships are also needed between the Private Security subsector and SAPS. One partnership could include the provision by SAPS of training related to the legislated roles and responsibilities of these two role players, and on crime scene management, as members of these security subsectors increasingly have to work together to combat crime. Another partnership could focus on combining subsector resources in support of improved firearms control in the country.

Research on the Private Security subsector is limited and sporadic. Partnerships should be sought with institutes of higher education and/or other research institutions to supply subsector-focused research on a more regular basis. Such research should guide the subsector in its mission towards professionalism, compliance, relevance and growth.

Finally, PSiRA is in the process of conducting research that explores crime prevention partnerships between the state and the Private Security subsector in selected Southern African countries with a view to influencing policy processes aimed at improving crime prevention initiatives. The output of this research in the form of a monograph is expected in 2015.\(^\text{60}\)

**6. STRATEGIC SKILLS DEVELOPMENT PRIORITIES**

Lack of compliance and lack of professionalism are currently endemic to the Private Security subsector and its regulatory body. Addressing this problem involves long-term strategies and prioritisation to achieve maximum effect from limited resources. This analysis suggests that focus be placed on skills development priorities as discussed below.

The development and implementation of a training structure for the subsector that provides SAQA-accredited and NQF-aligned qualifications and skills programmes that satisfies occupation-specific skills needs at the same time as meeting the legal requirements for PSiRA registration is a massive task that should be the major focus over the short to medium term. As part of the process, curricula of existing qualifications need to be revised and updated so that they meet


\(^{60}\) PSiRA Annual Report 2013/14.
the latest industry requirements, and broader (more general) and deeper (more specialist) skills must be provided to develop a well-rounded workforce. Both new entrants to the sector and those receiving additional education or training to advance their careers will benefit from this move.

Accessing security-focused IT skills for the growing electronic security segment of the subsector will become increasingly important in future. Strategies to address this may include the establishment of partnerships with other education institutions, as well as the development and implementation of specific qualifications that can be offered by security training providers.

Training is furthermore required to address the skills gaps or provide the critical skills needed by current employees in the sector. Training should focus on developing the skills related to professional and ethical behaviour, general and written communication, basic ICT, customer management, additional specific legislation, and management and supervision. Finally, the skills shortages and skills gaps at PSiRA need to be addressed as a matter of urgency. Compliance and professionalisation of the subsector will not be achieved if the major regulatory body suffers from limited capacity.

7. CONCLUSIONS

The Private Security subsector has grown rapidly over the past decade, due to factors such as increased crime, the changing nature of crime, the requirements of insurance companies, and a general trend towards asset owners buying in the services they require for protection. This rapid growth has had a mixed impact on the skills needs of the subsector. On the upside has been the growth in subsector employment and its contribution to countering the losses in employment in other sectors of the economy. On the downside, rapid growth has highlighted the urgent need for professionalisation and compliance of the Private Security subsector, with part of this being the need to address the widespread skills shortages and skills gaps.

The move towards replacing the traditional training of security officers with SAQA-accredited, NQF-aligned training is overdue. The new training structure, however, needs to be carefully considered, both in its development and in its implementation, so that compliance is promoted and the skills needs of the various segments of the Private Security subsector are met. Training should meet all the necessary legal requirements for registration, remain accessible and appropriate to industry, and comply with the latter’s need to train people within short periods of time.

If implemented systematically and thoroughly, the new training structure and its related qualifications will have a widespread positive impact on lifting the baseline and specific skills of employees in the subsector, as well as on improving the image and service delivery by the Private Security subsector. Updated training curricula that are in line with industry needs may also assist in addressing the mismatch between the supply of and demand for security officers, for instance where a group of unemployed security officers exists alongside companies that report security officers as a scarce skill occupation.

In conclusion, professionalisation of the subsector can only be achieved if skills shortages and the skills gaps of current employees are addressed. By the same token, failure to address both the qualitative and quantitative skills needs of the regulatory body PSiRA will fundamentally undermine any other efforts to professionalise the subsector, improve regulatory compliance, boost service delivery, and ultimately reform the sector’s image and ability to recruit, train and retain adequate numbers of appropriately trained and qualified people.
ACKNOWLEDGEMENTS

The Author (SASSETA) is entirely thankful to the EE Research Focus, Elize van Zyl and the team. The Author is also thankful to other anonymous reviewers for their valuable inputs and comments. A special thanks also goes Meryl Plasket, Vukani Memela, and Mandla Mthembu for guiding meticulously the entire project.

The usual disclaimer applies.

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8. REFERENCES


Interview with Mr Anthony Rosenbaum, Chairperson of the Electronic Security Industry Alliance (ESAI) September 2015.

Interview with Ms Mpho Mofikoe, Deputy Director: Communication, CRM and Training at PSIRA, September 2015.

Interview with Mr Steve Conradie, CEO of SIA, August 2015.


Memorandum of Agreement between Security Association of South Africa (SASA), South African National Security Employers Association (SANSEA), Congress of South African Private Security (COSAPS) and Trade Unions, 8 May 2015.


Private Security subsector workshop, 25 August 2015.


ANNEXURE A: METHODOLOGY USED IN WEIGHTING OF DATA

The WSPs that employers submitted to SASSETA in the three years from 2012 to 2014 were used in the data analysis. For the Private Security sector, the data was weighted to compensate for those organisations that had not submitted mandatory grant applications. The assumption was made that the skills profiles of organisations in this subsector that had submitted WSPs resembled those of organisations that had not done so.

Weights were calculated by using the levy amount paid as a proxy for employment. In each year the weights applied were calculated as follows:

Weight = Levy amount paid (all organisations)/levy amount paid (organisations that submitted WSPs).

The weights were applied to all the information pertaining to employment in the subsector, as well as to information on the number of people that employers said that they would need to alleviate skills shortages.
<table>
<thead>
<tr>
<th>Organisation</th>
<th>Description</th>
<th>Website</th>
</tr>
</thead>
<tbody>
<tr>
<td>ISS</td>
<td>Institute for Security Studies</td>
<td>An African organisation that aims to enhance human security on the continent. It conducts independent and authoritative research, provides expert policy advice, and delivers practical training and technical assistance. <a href="http://www.issafrica.org">www.issafrica.org</a></td>
</tr>
<tr>
<td>BAC</td>
<td>Business Against Crime</td>
<td>Non-profit organisation with the mandate to engage with and give support to Government on crime-related matters. <a href="http://www.bac.org.za">www.bac.org.za</a></td>
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<tr>
<td>ASEA</td>
<td>Association of Security Engineers of South Africa</td>
<td>Membership is open to manufacturers of safes, strong room doors and fire resistant record protection equipment, who have been awarded the SABS mark in terms of the relevant standardisation schemes. <a href="http://www.security.co.za/ass_asesa.asp">www.security.co.za/ass_asesa.asp</a></td>
</tr>
<tr>
<td>ASIS</td>
<td>ASIS International</td>
<td>An international professional organisation for security management professionals that issues various certificates, standards, and guidelines for the security profession. <a href="http://www.asisonline.org/Pages/default.aspx">www.asisonline.org/Pages/default.aspx</a></td>
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<tr>
<td>CAMPROSA</td>
<td>Campus Protection Society of Southern Africa</td>
<td>Association for tertiary education institutions and individuals or representatives of organisations, societies, corporations, companies directly or indirectly involved with Campus Protection or Campus Risk Services. <a href="http://www.camprosa.co.za">www.camprosa.co.za</a></td>
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<td>CPASA</td>
<td>Close Protection Association of South Africa</td>
<td>Association for Bodyguards. (No website)</td>
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<td>ESDA</td>
<td>Electronic Security Distributors Association</td>
<td>Association for businesses involved in the importation, distribution or manufacture (or a combination of these) of electronic security technology products, or the provision of services directly related to such importation, distribution or manufacture. <a href="http://www.esda.org.za">www.esda.org.za</a></td>
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<tr>
<td>FDIA</td>
<td>Fire Detection Installers Association</td>
<td>Open to any company that gains its income from, or has an interest in, the supply, design, installation or servicing of fire detection systems, gaseous extinguishing systems or evacuation systems. <a href="http://www.fdia.co.za">www.fdia.co.za</a></td>
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<td>FPASA</td>
<td>Fire Protection Association of South Africa</td>
<td>A technical advisory and training organisation that operates mainly on a membership basis. <a href="http://www.fpasa.co.za">www.fpasa.co.za</a></td>
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<tr>
<td>IACSP</td>
<td>International Association of Counterterrorism &amp; Security Professionals</td>
<td>International organisation with a specific focus on counterterrorism and security. <a href="http://www.iacsp.com">www.iacsp.com</a></td>
</tr>
<tr>
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<tr>
<td>IFE</td>
<td>Institution of Fire Engineers (SA)</td>
<td>International organisation for fire engineers. <a href="http://www.ife.org.za">www.ife.org.za</a></td>
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<tr>
<td>SAQCC</td>
<td>South African Qualification &amp; Certification Committee</td>
<td>Two separate committees: one for fire and one for gas. <a href="http://www.saqccfire.co.za">www.saqccfire.co.za</a></td>
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<tr>
<td>LASA</td>
<td>Locksmiths Association of South Africa</td>
<td>Association for employers and employees involved in the locksmithing trade. <a href="http://www.lasa.co.za">www.lasa.co.za</a></td>
</tr>
<tr>
<td>NaFTA</td>
<td>National Firearm Training Association</td>
<td>Association for firearms trainers. <a href="http://www.security.co.za/ass__nafta.asp">www.security.co.za/ass__nafta.asp</a></td>
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<tr>
<td>SAPPA</td>
<td>South African Professional Polygraph Association</td>
<td>A professional organisation that promotes quality polygraph services. <a href="http://www.polygraph.org.za">www.polygraph.org.za</a></td>
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<tr>
<td>POLSA</td>
<td>Policing Association of Southern Africa</td>
<td>POLSA strives to enhance the science of policing and criminal justice and is open to any person with a policing-related qualification or who contributes to policing or promotes efficient policing in Southern Africa. <a href="http://www.polsa.ac.za">www.polsa.ac.za</a></td>
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<tr>
<td>SAIS</td>
<td>South African Institute of Security</td>
<td>Voluntary professional body for people engaged in the profession of protective security. Evaluation of membership status is linked to qualifications (SASSETA skills programmes and qualifications, and UNISA qualifications). Also promotes skills development. <a href="http://www.instituteofsecurity.co.za">www.instituteofsecurity.co.za</a></td>
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<tr>
<td>SAIDSA</td>
<td>South African Intruder Detection Services Association</td>
<td>An association of service providers of security systems, ranging from basic alarms to sophisticated electronic intruder detection systems and CCTV, and incorporating signal monitoring as well as the provision of armed reaction services. <a href="http://www.saidsa.co.za">www.saidsa.co.za</a></td>
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<td>SARPA</td>
<td>South African Revenue Protection Association</td>
<td>An association promoting the exchange of information and finding of solutions in protecting the income and assets of utilities (water/electricity/communication) against pilfering, misapplication and misappropriation. <a href="http://www.sarpa.co.za">www.sarpa.co.za</a></td>
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<td>SIA</td>
<td>Security Industry Alliance</td>
<td>Alliance of Security Associations in South Africa providing a united voice for the industry. <a href="http://www.securityalliance.co.za">www.securityalliance.co.za</a></td>
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<tr>
<td>SoB</td>
<td>Security Officers Board Registers all Security Officers according to Grades E to A. Police clearance as well as proof of correct training for each grade is needed for registration. (Based in Pretoria, no website)</td>
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