



## **Promoting Relevant Education & Training for Employment**

*Youth Development and Employment in South Africa's Further  
Education and Training (FET) College Sector*

**FINAL REPORT**  
of a  
“Rapid Assessment”  
by  
Education Development Center

Newton, MA  
USA

*USAID/SOUTH AFRICA WEBSITE VERSION*

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## 1.0 Executive Summary

Despite a national economy that has experienced steady and strong growth by most measures, unemployment in South Africa— especially among young people — remains high, and there are deep concerns about a present and future “skills shortfall”. The South African Government sees the skills shortage among the present and emerging workforce as the single greatest impediment to continued growth

The USAID-sponsored “rapid assessment” that leads to the present report confirms the seriousness and the dimensions of the challenge, and recommends an investment in the FET college system as one of several measures to be undertaken by USAID in partnership with the South African Government. These measures come in a context of governmental policies and initiatives that create a climate of seriousness about the challenge, including the Government’s Accelerated and Shared Growth Initiative (ASGISA), the Joint Initiative in Priority Skills Acquisition (JIPSA), and phase two of the National Skills Development Strategy (2005-2011).

The Further Education and Training sector — a vocationally-oriented level of secondary-tertiary education that resides in the “junction”, so to speak, of primary and secondary education, and university level studies — has the potential to play a significant role in the ‘skills revolution’. A significant governmental investment has merged the more than 150 FET colleges to 50 colleges, and a more recent “re-capitalization” has funded infrastructure and curriculum development. Challenged by both the requirements of a new set of qualification standards and a new curriculum, the FET colleges are also charged with educating and “up-skilling” a new, younger cohort of students aged 16-19 — the first 25,000 of whom have just been enrolled for the first time this year. The assessment team recommends that USAID focus on this sector of the education and training system, based on the virtual consensus among all our informants that:

- there is a need for an intentional and systematic approach to helping the young people enrolled in the FET colleges to make informed and realistic career choices;
- there is a need for clear and commonly understood ‘career paths’ for students pursuing ASGISA and JIPSA priority skills. This understanding will need to be shared by business and industry, by training and education programs, and by learners and workers; and
- there is great potential in the FET college system to help bridge the present gaps — in policy on a national level, and in practice in its 50 colleges operating in some 160 campuses nationwide.

In developing the core set of recommendations to USAID South Africa, the assessment team drew on the following more detailed findings:

- counseling, coaching, social supports and career guidance are missing from current systems, and are needed for FET students. Concrete measures are required.
- FET colleges specifically require increased capacity to link with business, industry, and other advanced education and training programs;
- staff development and exposure will be required for FET instructors to link classroom experiences with practical, employer-based learning experiences – for themselves and for their students
- youth who leave their home provinces and come to urban centers require links to FET colleges, to jobs, and to other supports;
- FET colleges require greater capacity and support to partner with programs that create and incubate small enterprise;
- youth need to be further engaged in HIV/AIDS prevention and treatment measures, as well as to be educated themselves in measures of prevention
- FETs will need expanded capacity to emphasize, standardize and expand current HIV/AIDS programs through learner support and counseling centers; and finally,
- initiatives and programs of the national Departments of Education and of Labour need to be better articulated and aligned, and more communication is required between the two, at all levels;

Three primary recommendations have been developed to address these needs:

**One:** Develop and implement a model-building initiative in a limited number of FET colleges that integrates 1) a “*learner-facing*” strategy to prepare life - and work - ready students, through individualized career coaching, along with youth development and career-focused activities and 2) An “*employer-facing*” strategy to develop partnerships and job placement in key industry clusters and SMMEs to form a Youth Opportunity Center;

**Two:** Make rapid and effective use of the lessons from the Youth Opportunity Center Model to improve teaching and learning in the FET system; and

**Three:** Provide expert assistance to national FET leadership and other organizational partnerships on curriculum alignment with skills standards, industry requirements and youth development supports

Four *supplemental recommendations* address increased investment in *staff development for FET faculty*, an ambitious *HIV/AIDS program*, entrepreneurship, and learning technologies.

## **2.0 Assessment and Scope**

Over the course of the past year, the USAID mission has been considering whether and how to contribute to the development of a skilled workforce in South Africa. Such an initiative would have to be relatively modest, and would need to be seen in the context of present USAID investments in basic education, and present and future investments by the Mission in initiatives supporting economic growth. Late in 2006, USAID contracted with Education Development Center, Inc. (EDC) to conduct a Rapid Assessment to advise the Mission on its possible investments in this field. The purpose of the assessment was to:

- (1) identify windows of opportunity for workforce development programming in South Africa, and;
- (2) make recommendations regarding potential program component(s) suitable for country-level implementation by USAID/South Africa.

The scope of the assessment was guided by a set of questions concerning student/worker needs, policy issues, existing programs, and institutional needs and opportunities. These questions helped shape the direction taken by the assessment team. (Refer to Annex B for the full scope of Work and set of questions).

### **3.0 Approach and Methodology**

This two week Rapid Assessment is just that: rapid. The EDC-assembled team, comprised of two Americans and one South African, planned and executed a rigorous schedule of interviews (more than 50 people from over twenty separate governmental and non-governmental organizations; see Annex C for the complete list). We are youth specialists, workforce development experts, educators and policy specialists with extensive experience both in the United States and elsewhere. We were guided throughout by both the advice and conceptual frameworks of Wick Powers and the wisdom and contacts of Mission Director Carlene Dei, Wick Powers, Cynthia Chassy, Mathata Madibane, Tina Dooley-Jones, Elikana Maroge, and several of their colleagues in the USAID Mission in Pretoria.

The team took an informal, information-gathering approach to interviews with key informants. Guided in part by the Mission's questions, we sought to understand first-hand the informants' perspectives on South Africa's skills shortage and its subsequent 'skills revolution', and asked for recommendations on ways in which modest funds might make the most significant contribution to developing the job-related skills of the largest numbers of people. We asked questions, probed, listened, made site visits to observe programs and FET colleges first-hand, and enjoyed lively conversations with groups of young South Africans. Each team member took notes and as a team we compared our observations and comments. By the end of the first week, clear themes were emerging, and these themes formed the basis for most of our interviews during the second week.

In addition, the team reviewed literally hundreds of documents, analyzed a great deal of policy, programmatic, statistical and demographic data. We began our analysis and reporting while still in South Africa, and finished it after our return. While this analytical process was rigorous and scrupulous, our intention is that the tone of this assessment and its recommendations will be action-oriented, rather than academic.

## 4.0 Findings and Strategic Options

### 4.1 South Africa's economy enjoys strong growth, but unemployment remains high and there are deep concerns about a "skills shortfall"

By most measures, the South African economy has continued to grow strongly over the past decade, and especially since 2004<sup>1</sup>. Real domestic output has continued to grow at a modest rate, with the fourth quarter of 2006 recording the 30<sup>th</sup> consecutive quarter of GDP growth. This growth has been slightly uneven across sectors, with agriculture and mining experiencing the greatest variability, but even these sectors have grown overall. Strong domestic demand for manufactured products and produced services has continued, and there has been marked growth in international demand for certain types of manufactured goods. The international perception of South Africa's stable democratic government has tended to enhance demand for South African-produced goods.

Against a generally optimistic overall outlook, there are areas of concern, mostly pertaining to the subject of this Rapid Assessment. First, unemployment continues to be unacceptably high in South Africa, particularly for the huge youth population. Young men and women between the ages of 15 and 24 represent the largest segment of the population yet fewer than 15% of this age group are employed compared with nearly 60% of persons aged 45-54 years. Recent AfroBarometer public opinion surveys of 2,400 South Africans conducted in January-February 2006 show that 63% of South Africans rate unemployment as the absolute highest priority for government to address (nearly triple the percentage of the second, third, and fourth rated issues of housing, poverty and HIV/AIDS).

Secondly – beyond the challenge of general unemployment, the South African Government sees the shortage of skills among the present and emerging workforce as the single greatest impediment for both the public infrastructure and the continued private investment in South Africa. This concern includes current and projected shortfalls in professional skills such as engineering and sciences, management skills such as financial, personnel and project managers; and skilled technical employees such as artisans and IT technicians. These shortfalls are deemed as largely due to apartheid era policies and the slowness of education and skills development institutions to complement the current accelerated economic growth.

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<sup>1</sup> See *The South Africa Yearbook, 2005/2006*, a compendium of statistics and analysis published by the Government Communication and Information System

## 4.2 South African Government's policy responses create a context for action

The recommendations which follow can be viewed in the context of three significant government initiatives:

- A broad and ambitious workforce skills development movement initiated by the Department of Labour to introduce a new approach to the promotion and development of work-related skills in South Africa through the Sector Education and Training Authorities (SETAs)
- The concurrent transformation of public sector education in the so-called further education “band” as managed by the FET Colleges of the National Department of Education.
- The high-level initiative lead by the Deputy President of South Africa to identify factors promoting and constraining growth in South Africa (ASGISA) and to develop strategies for fast-tracking solutions (JIPSA).

*“ The NSDS is a five-year strategy that forms part of South Africa’s human resource development policy framework. JIPSA is a short to medium-term mechanism to fast track the objectives of the NSDS, and to prioritize the acquisition of skills necessary for accelerated growth.”<sup>2</sup>*

### 4.2.1 National Policies: ASGISA and JIPSA

In early 2006, South Africa recognized that there was a crucial need to promote its economic growth. As a response, Deputy President Phumzile Mlambo-Ngcuka initiated ASGISA (The Accelerated and Shared Growth Initiative for South Africa). ASGISA identified six factors that constrained growth in South Africa. One of these is the shortage of skills.<sup>3</sup> The skills shortage, and the mismatch between the outputs of the education and training system and the needs of the economy, led the Deputy President to call for a joint initiative of government, business and labor to accelerate the acquisition of priority skills.

To implement the policy strategies of ASGISA, JIPSA (the Joint Initiative on Priority Skills Acquisition) was launched. JIPSA was to be a multi-stakeholder working group, through which government, labor and business would join forces to fast-track the “provision of priority skills required to support accelerated and shared economic growth for the country”<sup>4</sup>. The measurable aim of ASGISA is to put South Africa on a

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<sup>2</sup> Pamphlet: Joint Initiative on Priority Skills Acquisition

<sup>3</sup> Pamphlet: Joint Initiative on Priority Skills Acquisition

<sup>4</sup> Pamphlet: Joint Initiative on Priority Skills Acquisition

sustainable growth path of 6 per cent per annum, as a necessary condition for the achievement of government's goal of halving poverty and unemployment by 2014.

JIPSA is intended as a focused, short term initiative to identify and resolve bureaucratic and systemic problems, and not as a duplication of other existing initiatives. JIPSA plays a coordinating and facilitating role, and focuses on a limited number of strategic skills priorities to drive up economic growth and promote social and economic inclusion. JIPSA will confirm the job categories which urgently need more and better skills and is mandated to find quick and effective solutions. These possible solutions might include special training programs, bringing retirees or South Africans working abroad back into the labor market, and recruiting immigrants with needed skills where necessary. JIPSA has an initial timetable of 18 months. Its first initiative -- placement of skilled workers in local government -- is already well-advanced. Private sector initiatives, less under direct governmental control, are underway in several major infrastructure projects. There will be particular attention to ensuring women's involvement throughout.

In her announcement of the initiative, Deputy President Mlambo-Ngcuka explained that JIPSA is to be supported by a secretariat at the National Business Initiative and will be based on NBI's previous work with the so-called "Business Trust model". She characterised JIPSA's skills activities as a 'major intervention' as skills were needed urgently. While the new advisory body seems to be a duplication of the activities of the National Skills Authority the Minister of Labour insisted the new body should cause no confusion. "What has been lacking is co-ordination," Mdladlana told a briefing on the initiative. " (we)... have done a lot of work, particularly in the area of scarce skills. But now we have a list of over 50 areas of scarcity"<sup>5</sup>

#### *4.2.2 National Policies: Skills Development Activities*

While JIPSA and ASGISA were meant to increase the urgency of the skills development activities, initiatives began earlier to establish a skills-development infrastructure. Through the following legislation, the South African Government initiated the National Skills Development Strategy:

- SA Qualifications Authority Act 58 of 1995 initiated the National Qualifications Framework
- Skills Development Act No. 97 of 1998 initiated the SETAs and the National Skills Fund
- Skills Development Levies Act - Act 9 of 1999 established the Skills Development Levy

This became a reality in 2001 as the Department of Labour, through a network of Sector Education and Training Authorities (SETAs), initiated the National Skills Development Strategy and the resultant skills training. This training is based on a well-developed National Qualifications Framework (the NQF), which is meant to facilitate access to training, and to award nationally registered qualifications and unit standards. The

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<sup>5</sup> for more on this announcement and ASGISA see: [www.skillsportal.co.za/asgisa/jipsa/](http://www.skillsportal.co.za/asgisa/jipsa/) 08-FEB-06

qualifications in turn are registered with the South African Qualifications Authority (SAQA).

SAQA is the independent statutory body responsible for developing and implementing the NQF; formed through the South African Qualifications Authority Act 58 of 1995. SAQA has a mandate to oversee the development and implementation of an integrated national framework of quality assured learning achievement that would:

- Facilitate access, mobility and progression within education, training and employment
- Enhance the quality of education and training
- Accelerate redress of educational and job opportunities, and
- Advance personal, social and economic development.

At the heart of the construction of the NQF has been the desire to take an integrated approach to education and training in formal learning institutions and in the workplace. This is embodied in the first objective of the NQF, "to create an integrated national framework for learning achievements".<sup>6</sup>

The National Qualifications Framework places all learning on eight levels (Level 1 – 8), across three bands. Level 1 is General Education and Training, predominately the schooling band. Level 2 – 4 is Further Education and Training, the arena of FET Colleges, Schools, Trade and Industry training. Level 5 – 8 is Higher Education and Training, the domain of Universities, Higher Level Colleges; Professional Qualifications. The articulation between bands, as well as the agreement of responsibility between different institutions and quality assurance bodies continues to be debated.

*"The NQF bands do not resonate so clearly in the nation's workplaces where learning is organized quite differently. The NQF bands serve little or no functional purpose in workplace learning, but the NQF levels are in principle highly functional for pegging standards and qualifications for the workplace and providing the framework for progression along learning pathways."*<sup>7</sup>

Extensive debate around this and many other issues has resulted in a SAQA Review, the results of which are still being awaited. The Departments of Education and Labour need to establish a mutual strategy.

There are 23 SETAs (Sector Education and Training Authorities), each representing one sector, or industry cluster. Under the general oversight of the Department of Labour's Chief Directorate: SETA Coordination, each SETA is tasked with distributing the money that is raised from Skills Levies back to their sector, developing learning programs that are relevant for its sector and maintaining the highest standards of training. Quality Assurance is conducted via a SETA ETQA (Education and Training Quality Assurance body).

The SETAs are responsible for the "Learnership Programs" – pathways to industry related qualifications. Learnerships are contractual agreements between a learner, training provider and employer. In practice, a significant portion of the learning and subsequent

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<sup>6</sup> NQF Consultative Document, 2003

<sup>7</sup> NQF Consultative Document, 2003

assessment is conducted within the workplace. The Learnerships are NQF qualifications which consist of at least 120 credits, though the additional electives specified by the relevant SETAs can push the overall requirement as high as 165 credits. NQF-based training ends with a summative assessment in which the learner, if successful, is declared competent and the outcome is registered in the National Learner Record Database (NLRD). The concept is that if the right courses are selected then over time they will add up to a full NQF qualification. Furthermore, learners with working experience obviously have acquired some level of competence in the workplace already. For many qualifications it is possible to undergo a formal process of Recognition of Prior Learning (RPL) that will give them credit for the knowledge and competence that they have obtained through their experience.

A learner enrolled in a learnership would be funded either through an employer paying an accredited training provider to deliver the training; or through a SETA project. Employers tend to fund “up-skilling” of current workforce while SETA projects tend to target previously unemployed learners.

The National Skills Development Strategy is now in its second five year phase. NSDS 1 (2000 – 2005) saw the establishment of 25 SETAs and the roll-out of learnerships. Thus, both the practice of Learnerships and the SETAs themselves are relatively new developments, and (in the case of SETAs) new organizations. There has, unsurprisingly, been uneven maturation in both. Several SETAs are under criticism for their weak performance. At the beginning of the second phases of skills development, NSDS 2 in 2005, the numbers of SETAs was reduced from 25 to 23. Further consolidation might take place. As might be expected, there have been leadership changes in several SETAs. But the strategy – and the SETAs – appear here to stay as a means of tying industry into the skills development process – both for incumbent workers (who are already employees within firms and in the sectors, and whose skills require upgrading) and for potential new workers in the sectors.

Learnerships were originally seen as a potential replacement for traditional apprenticeships – they took less time, and possibly were more appropriate for an economy with urgent demands for skilled workers. And indeed, that has proved to be the case in certain sectors, where skill levels are less technical, and hands-on experience of a year or less would suffice for entry-level workers. But in other sectors - especially those requiring “artisan”- level skills, generally with more technical knowledge and deeper experience - learnerships appear too short-term, and insufficiently rigorous. In those sectors, traditional apprenticeships are “on the rise”. It appears that this trend will be reinforced by the second phase of NSDS 2 (2005 – 2010)<sup>8</sup>.

It may even be that a training continuum may develop, connecting learnerships with apprenticeships as suggested by some of the current conversations engendered by JIPSA.

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<sup>8</sup> Apprenticeships in the traditional sense entail an unskilled person working under the tutelage of a senior, experienced and highly skilled artisan or craftsperson, in order to learn the trade. This may take as much as five years depending upon the trade involved.

Indeed, just last month, in February 2007, the Department of Labour announced that the Manpower Training Act would be repealed and the sections relating to apprenticeships, which were still in force, would be included in the Skills Development Act.

Recent media articles suggest that industry is taking a lead in this and creating partnerships with SETAs (and in some cases FET Colleges) to meet the demand for skills through an apprenticeship route. The electronics company Siemens recently launched an apprenticeship program to train 100 apprentices over three years. After receiving basic theoretical training Siemens undertakes to find the candidates employment. Two SETAs (ISETT (information Systems Electronics and Telecommunications) and MERSETA (Manufacturing, Engineering and Related Services) are involved in the project.<sup>9</sup>

As indicated, the Department of Labour launched the second phase of its National Skills Development Strategy (NSDS) in 2005. The key principles informing this second phase arose out of lessons learned from the first phase. It is also informed by the dual challenge of reorienting public policy more effectively towards the dilution of the structural boundaries which separate the under-developed ‘second economy’ from the more advanced ‘first economy’. This dual challenge will require the advanced sectors to progress even further whilst government introduces a set of major socio-economic reforms which impact positively on the employability and livelihoods of the poorest and most vulnerable sectors of society.<sup>10</sup>

The key principles informing the second NSDS include the following:

1. Alignment of all skills development activity with the economic growth, job creation and poverty alleviation policies of government.
2. Alleviation of critical skills at three levels: advanced, intermediate and entry-level skills.
3. The deepening, consolidation and expansion of enterprise training in the large, medium and small enterprises of the formal economy.
4. The expansion of social development initiatives particularly with regard to the training of the unemployed, the provision of Adult Basic Education and Training (ABET) to adults requiring such upskilling, support for the Expanded Public Works Programme (EPWP), and the development of SMMEs.
5. The promotion of quality training across all sectors and institutions (public and private)

It is important to emphasize two areas resulting from NSDS 2; the emphasis on the issue of “scarce skills” and SMME development. Scarce Skills are the skills shortages in key occupational areas that are hindering future economic growth, with a detailed list developed through SETA processes and posted on the Department of Labour website

The HRD Review 2003 (HSRC, 2003) has added to this ‘signaling’ process by flagging the issue of critical skills at each of the three skill bands: advanced, intermediate and entry-level skills. While SETAs began 2005 with considerable focus on how to meet the scarce skills needs, there was less emphasis and focus on SMME development, reducing the gap between the first and second economy. As result there is a need to develop

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<sup>9</sup> Taking up the technical skills challenge, article in The Star newspaper

<sup>10</sup> State of Skills South Africa, 2005. South Africa Department of Labour.

initiatives that produce labor-intensive, low skill employment opportunities. Some government interventions such as greater infrastructural investment, the Expanded Public Works Program, and the development of small enterprises through SMMEs begin to achieve this. Several SETA initiatives as well as National Skills Fund (NSF) projects are working with SMMEs as part of their social development remit. FET Colleges have also begun to think about this arena.

Other government initiatives to promote the second-economy include SEDA (Small Enterprise Development Agency), a Department of Trade and Industry agency, established in December 2004, and responsible for small business development in South Africa.<sup>11</sup> SEDA has established provincial and branch offices and is beginning to seek partnerships to deliver its mandate.

Skills development is an integral part of the training landscape of South Africa today, with SETAs at the center. The partnerships with industry and training providers, including FET Colleges, continue to increase and become more effective.

The South African government remains committed to skills development. In a written reply to a question in Parliament, Minister Mdladlana said "... while government is trying to address disparities of the past and transform our economy, all South African citizens, black and white, are its first priority...the government acknowledges that there may be a shortage of skills in certain areas; this should not always be used as an excuse by employers for not training and employing people from designated groups. We must always remember to grow our own crop,"<sup>12</sup>

#### *4.2.3 National Policies: Transforming the public FET colleges*

**“Education in South Africa has undergone much change in the last ten years. Many people who had at some stage had minimal prospects for entering further education now have the opportunity to acquire education and training that will enrich their lives and improve their employment prospects.”**  
(College of Cape Town [www.cct.edu.za](http://www.cct.edu.za))

**“The FET college sector is one of the most exciting sectors to be in, in South Africa, at present”**  
Glen Fisher, NBI (National Business Institute)

The Further Education and Training sector of South Africa’s public education system has received considerable attention as the national government has considered both social supports and economic development policies and measures. This has taken the form of a difficult re-organization, new curricula, new students, and new means of measuring the system’s outcomes. These changes are in mid-course, and therefore incomplete. But the system is so central to the government’s re-skilling and education

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<sup>11</sup> SEDA; Who Are We, SEDA website

<sup>12</sup> Mdladlana says local skills will come first, Skills Portal website, 15 March 2007.

plans, and occupies so crucial a niche in current South Africa, that the Assessment Team, guided by USAID, quickly focused its attentions on this sector.

Over the past six years an important process of restructuring of FET colleges has been underway. The existing 50 FET colleges, previously called technical colleges, are the result of the merger of over 150 institutions. This process has not been without difficulty, but in retrospect seems to have gone fairly smoothly, resulting in a stronger set of colleges, in many cases with more than one campus.

In 2005 the National Department of Education began a process of recapitalizing the FET colleges by providing almost R2 billion to upgrade lecturer skills, equipment, infrastructure and IT connectivity. They have been helped to develop strategic plans and operational plans that align with the local, regional and national priorities. Not all colleges will offer the same range of programs; instead, each is expected to respond to local needs (economic and social) – all within the framework of national skills development. The recapitalization of the FET colleges for 2007 is progressing well according to Education Minister Naledi Pandor in a briefing to parliament (14 February 2007) with “most of the recapitalization funds (having) been committed”.

As significantly, beginning in January 2007 the FET colleges began implementation of a new curriculum. The National Certificate (Vocational) will replace the NATED courses (N1 – N3) at public FET colleges. The NCV is a new and modern qualification at levels 2, 3 and 4 of the National Qualifications Framework (NQF). This NCV will be introduced at FET colleges at NQF Level 2 in 2007, Level 3 in 2008 and Level 4 in 2009. There are formal exit opportunities after each year. In short, under the new plan a certificate will be issued for each successfully completed year. The eleven (11) areas covered by the new programs include Administration, Finance, Information Technology, Marketing, Management, Building and Civil Construction, Engineering and related design, Electrical Infrastructure Construction, Primary Agriculture, Hospitality and Tourism. To obtain the Certificate, the learner will be required to obtain 3 fundamental subjects and 4 vocational subjects.

The NCV gives Grade 9 learners a vocational alternative to an academic Grade 10 – 12 by offering industry focused training on the NQF levels 2 – 4. These qualifications are designed to provide both the theoretical and practical learning. The practical component of study may be offered in a real workplace environment or in a simulated workplace environment. It will provide students with an opportunity to experience work situations during the period of study. Students can complete FET Certificates at FET colleges that are equivalent to “matric” (matriculation, equivalent to high school graduation) and will provide an opportunity to enter higher education studies.

Education Minister Pandor has described the new Certificate as an “in-depth course which has been developed together with the relevant industry players, and will emerge ready and able to take up employment in the sector”. The Minister also called on employers to make workplace learning opportunities to be available for learners. "We must not forget that as the National Certificate: Vocational is rolled out by the FET

colleges, even more learners are going to need workplaces to complete their learning in the workplace before becoming artisans.

According to Penny Vinjevold, Deputy Director General, FET Education, in a meeting with the Assessment Team, 24,900 learners have enrolled in the new NVC programs at public FET colleges. This is against a target of 25,000 that the Department has for these new programs.

A very significant challenge for every FET college comes from the reality of needing to adapt not just to new curricula, and to new standards of certification, but also to meet those challenges with a younger cohort of learners, with students as young as 15 years old now able to seek entrance to the NCV programs. Vinjevold and others to whom the Assessment Team spoke expressed concerns about the different social and educational needs of these new, younger students, and of the necessity to provide them with better career counseling, better access to practical experience, and more developmental and social supports than their older counterparts.

Fortunately, there will, however, be significant financial assistance for these new learners. The Education Department has a target of 20,000 learners who will receive full bursaries for studies towards the National Certificate: Vocational. The fees to be charged for this new Certificate have also been capped by the national department to ensure the courses are within reach of poorer students.

Finally the new FET college bill, passed late in 2006, gives FET colleges the authority to directly employ appropriately-skilled educators as faculty, without having to rely on Provincial Education Departments to employ their faculty and simply assign them to the colleges. This is a significant step towards college autonomy, as in theory it will allow the college to employ educators with industry-proven technical skills or who come from the vocational / industry field that the new responsive program demands more easily. It also allows for flexible delivery schedules, including evening and weekend delivery.

According to Minister Pandor, "These developments create a platform for colleges to respond more adequately to the skills needs of South Africa. It introduces flexibility and focus into the sector. Colleges are a critical part of the nation's response to the challenges of addressing unemployment and poverty<sup>13</sup>."

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<sup>13</sup> Nor is the Minister alone in her view. According to the influential HSRC Review: "FET Colleges set to become 'First Choice' to skill youth" -- "The DoL has strengthened relations with FET colleges in the roll-out of learnerships. Sam Morotoba, acting deputy director-general, presented an overview of proposed improvements to the learnerships system, highlighting the role and contribution to be played by FET colleges in the National Skills Development Strategy. Morotoba proposed that the central vision for FET colleges is to become a seamless interface between basic schooling and workplace learning, and a bridge to higher learning. Like the minister, he emphasized the vision that FET colleges become the automatic and first choice of young people in any community to become skilled workers in any occupation."

#### 4.4 *The Assessment Team is choosing to focus on the FET college sector*

Over the course of two weeks, the assessment team held meetings with approximately 50 people representing twenty organizations and agencies concerned with skills development in South Africa. A consistent set of themes and recommendations emerged during the first days of the assessment and were validated in subsequent conversations. These themes clustered around the following topics:

- The need for an intentional and systematic approach to helping young people make informed and realistic career choices
- The need for clear and commonly understood (by business and industry, training and education programs, and by learners/workers and their communities) ‘career paths’ for the ASGISA and JIPSA priority skills (especially highly skilled artisans),
- The potential of the newly recapitalized FET colleges to help bridge some of the gaps in the current system by linking those entering the new NCV courses with business and industry work experiences and with other opportunities provided by other governmental agencies.

##### 4.4.1 Emerging Issues and Themes

In this section, we describe in more detail the key issues and themes that emerged during consultations; summarize the range of these recommendations to USAID; and present the rationale for focusing the assessment team’s recommendations on the FET college sector.

###### ***Student/Worker Needs***

While there is little reliable data on the subject, our informants were uniformly clear that there is a mismatch between learners’ choice of skills training and the jobs that are available. There are an estimated 20,000 unemployed FET graduates or holders of N certificates and an estimated 500,000 unfilled skilled positions. These figures form one view of the skills gap that is widely recognized and discussed earlier in this document.

The reasons for this gap are many and overlapping. They include:

- the rapid expansion of enrollment in the education system;
- the challenges to the education system, such as developing students who are weak in math, science and other subjects critical for a skilled workforce as a result of the legacy of apartheid-era education;
- the emigration of many skilled workers, post 1994; a rapidly growing economy;
- uninformed career choices by young people entering the job market.

While it is beyond the scope of this report to fully analyze these underlying reasons, we do want to underscore that our informants stressed the impact on young people who are seeking employment. Across the board, our informants -- learners, staff and CEOs of FET colleges, industry representatives, and those who study the labor and education fields -- expressed the need for tangible career path opportunities for learners and unemployed workers, including practical experience and advanced training, that will lead to employment.

An additional issue that permeates all discussions and analysis of student/worker needs is the increasing prevalence of HIV/AIDS in South Africa. Students at all levels, but -- it was argued by several informants -- especially the 16-20 year-olds now entering the FET college sector and anticipating going to work. They need education, information, counseling about prevention and treatment, and they need -- in the view of at least one informant -- opportunities to serve, to educate, and to provide treatment in their own communities.

### ***Workforce Development Policies and Programs***

As described above, South Africa has clear and useful skills development policy frameworks, and it does not suffer from a lack of workforce development initiatives. Government, industry, and civil society organizations offer a range of programs designed to improve the skills of the unemployed and the employed. Shaped by the South Africa Qualifications Authority's work establishing national standards for education and training, and guided by the National Skills Development Strategy and the Sector Education and Training Authorities (SETAs), the framework for workforce development is firmly in place. The current National Skills Development Strategy (2005-2010) aims to 'advance the skills revolution' and contribute to the government's goal of halving poverty and unemployment by 2014. The concurrent re-focusing and recapitalization of the nation's Further Education and Training Colleges is seen as a critical component in this overall national strategy to produce a more highly skilled and educated workforce.

However, as we learned from our key informants, implementation challenges abound.<sup>14</sup> These challenges include: lack of capacity, especially lack of mid-level managers; poor coordination within and among agencies; inadequate preparation and training; and some financial constraints. For example, some of the SETAs have suffered from lack of leadership and financial mismanagement, and have been slow to develop the infrastructure needed to train significant numbers of workers. While SETA learnerships have been used successfully to upgrade the skills of employed workers, some SETAs have been slow to meet their goals for providing learnerships to unemployed learners.<sup>15</sup> Within the FET sector, colleges have been stretched to respond to mergers among institutions, recapitalization of merged institutions, simultaneous implementation of new NCV courses and the phasing out of old NATED (or N) courses, often with inadequate time, training and support.

Some of these implementation challenges can be traced to the misalignment among various government initiatives. This misalignment, as described to us, takes the form of skills training programs of one Department not 'meshing' with programs offered by other Departments. To take the example mentioned above of the new NCV curriculum and the old 'N' courses, many business/industry initiated apprentice training programs depend on the provision of shorter 'N' courses, short three month theory programs followed by work exposure and then another three months theory, funded either by the learner or by industry. The Department of Education is phasing out the N Course and replacing it with the one-year long NCV, which might not suite the needs of industry, who are use to the flexible approach of the apprentice model. Businesses are reluctant to send workers for retraining in the longer new courses.

At the same time some FET colleges are offering learnership programs, or shorter skills programs, aligned to SAQA and DoL programs, funded by SETAs, and sometimes by industry.

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<sup>14</sup> A description of the key challenges of moving from policy to implementation, in the South African context, is found in an unpublished HRSC proposal for a National Policy Dialogue Forum.

<sup>15</sup> State of Skills in South Africa, 2005.

There are opportunities for colleges to provide both the ‘new’ and the ‘old’ courses, to implement the new DoE NCV curriculum and to provide DoL short courses, and some colleges are figuring out ways to do both, side by side. But they are figuring this out on their own, not through a clearly defined cross-Department plan.

Furthermore, business and industry representatives expressed to us their concern that the NCV courses (in eleven skill areas) may not meet their skill requirements for new workers, and that waiting to find out, until new learners graduate from these courses, is not a helpful approach. There is not a common understanding of the new courses as one step in a longer skills development process, which might include further formal training, learnerships, apprenticeship, or other forms of experiential learning.

### ***Institutional Opportunities and Needs***

The FET college sector emerged during the rapid assessment as the institutional setting where the most dramatic and potentially far-reaching changes are taking place in the world of workforce development in South Africa. The sector is transforming and an ambitious plan is in place for increasing the number of learners in the new National Certificate Vocational (NCV) courses is in place.

In addition to instituting eleven new NCV courses, the team found that FET colleges are much more active than generally advertised in delivering other skills training programs, working with SMME’s to support start-up activities and job creation, and partnering with businesses and industry. We found many willing partners for FET colleges among youth organizations and industry groups.

Examples here include:

- SEDA (Small Enterprise Development Agency) who in partnership Orbit FET college in Rustenburg have established a Platinum Incubator
- De Beers is exploring a Centre of Excellence in Kimberley in consultation with Northern Cape Urban FET college
- DANIDA SESD who have supported New Venture Creation Learnerships at colleges in three targeted provinces of KwaZulu Natal, North-West and the Western Cape
- Umsombomvu Youth Fund has supported both the New Venture Creation Learnerships as well as other youth entrepreneurship programs at FET colleges

Even though FET recapitalization is giving a much-needed boost to improving the physical infrastructure, staff capacity, and ITC capacity, many needs remain. The assessment team heard consistent needs that include:

- career guidance systems, especially for younger, “new cohort” students;
- more comprehensive and relevant HIV/AIDS education and prevention programs;
- More and better links with employers and with other training programs;
- support, materials and examples of best practice in teaching technical and foundation courses for staff and instructors; and,

- a comprehensive tracking system to document student progress and employment placement.

And given that the overall mission of Further Education and Training Colleges has expanded from that of vocational-technical education to include an emphasis on providing a quality general education foundation for young people, we were tasked to assist colleges with addressing the weak foundation skills of the new cohorts of younger learners by improving the quality of teaching.

#### ***4.4.2 Suggestions and recommendations from key informants:***

Over the course of two weeks, the assessment team received many suggestions for the types of workforce development assistance that USAID might consider. Using the same categories as the previous section, these specific recommendations are summarized as follows:

##### ***Student/worker needs***

1. *Provide counseling, coaching, and support* for those entering the job market. Learners should receive career counseling, which should include: assisting with course advising from start through completion, and supporting students as they acquire work-based experience into the first several months of working. Unemployed workers and learners need a system that supports them in both finding and staying in jobs through mentoring and coaching.
2. *Support the needs of youth who leave their home provinces* and come to Johannesburg or other urban centers. They need links to FET colleges and/or to jobs.
3. *Engage young people in HIV/AIDS prevention and treatment activities*, including providing training for them to be home care-givers and to run prevention programs.

##### ***Workforce development policies and programs***

4. *Support efforts to establish mechanisms for communication and articulation between Department of Education and Department of Labour policies and programs*, and create clear pathways to higher skills, for use by learners, workers, employers.
5. *Increase emphasis placed upon the needs of workers and potential workers in the informal or second economy*. Create new options and models for local enterprise development.

##### ***FET Institutional needs and opportunities***

6. *Increase capacity of colleges to link with business, industry and advanced training and education*. Create a unit in each college that stimulates labor market engagement

and that markets the college to the community. Support a cadre of job developers to connect graduates with jobs and other “exit opportunities” including the option of pursuing University-level education. FETs need better labor market information both in order to choose areas for training and to improve potential of successful placement. FET colleges need some organized way to create employer partnerships, beyond placing learners in short-term work experiences. FETs ought to be incentivised, not just regulated into improving employer links and career advisement.

7. *Strengthen the capacity of FET colleges to partner with other governmental agencies and civil society programs that create and incubate small enterprises*, possibly in producing goods in demand because of international trade agreements. In rural areas especially, FET colleges need support to develop the “second sector”, small entrepreneurs, micro enterprises, because of their ability to generate livelihood for the entrepreneurs and jobs for others
8. *Create career counseling, coaching and student services function*, learner support system that provides access to work, self employment and/or higher education, starting at entry, during studies and on exit. Career counselors and job linkers need curriculum, guides, and systems to improve their performance. Youth development needs to be strengthened in FET colleges. Where they currently exist, youth advisory centers need capacity building in both placement and career advisory functions, and in supporting positive youth development. More youth advisory centers are needed in rural FETs.
9. *Strengthen staff development for instructors* that links classroom teaching and learning to work experience and models progressive teaching methodologies. Staff and students need a clear understanding of what it means to be “work-ready” in vocational skills, job-getting skills, and job-keeping skills. This should also provide concentrated assistance to those teaching the new foundation and life skills. Instructors and departmental managers could benefit from immersion in similar programs in other countries, such as U.S. community colleges. Also recommended were leadership development for college CEOs, governance training for boards and technical assistance in financial management
10. *Emphasize, standardize and expand current FET HIV/AIDS programs* through learner support and counseling centers. All FETs need capacity-building and assistance in tailoring programs to reflect HIV/AIDS pandemic.

#### ***4.4.3 The Assessment Team recommends that USAID focus its workforce development investment on the FET college sector***

The assessment team is recommending that USAID South Africa direct workforce development funding toward the South Africa Department of Education’s Further Education and Training Colleges, as the sector where there is the most opportunity to

leverage a modest contribution into system-wide impact. The emergence of the colleges as key players in South Africa's 'skills revolution' means that they may be venues for the implementation of coordinated skills development policies. The recent re-organization and recapitalization of the colleges, coupled with their new focus on providing higher, broader skills to younger students, provides the environment for innovation and best practices.

*The proposed strategy, outlined in the next section in the form of three core recommendations, builds on the mission's strong relationships with DoE and complements the mission's commitment to industry partnerships. The development of a model for FET-based Youth Opportunity Centers, linking learners and employers, creates the opportunity for USAID to support the Department of Education to take the model to scale with systemic effect.*

## 5.0 Core Recommendations

### 5.1 CORE RECOMMENDATION #1: *Develop and implement a model-building initiative in a limited number of FET colleges that integrates two strategies:*

- A “**Learner-facing**” *strategy* to prepare life - and work - ready students, through *individualized career coaching*, along with youth development and career-focused activities
- An “**Employer-facing**” *strategy* to develop partnerships and job placement in key industry clusters and SMME’s

coupled with

to form a

#### **YOUTH OPPORTUNITY CENTER**

While there are presently student assistance centers in some FET colleges, most are overwhelmed by numbers of students, and few are able truly to focus on career- and employment-related outcomes. All informants in the Assessment expressed the opinion that there was a crucial need for early and continuous career counseling, especially for the new, generally younger cohort of FET students, and then for aggressive efforts at placing young graduates in jobs, in further education and training, in learnerships and apprenticeships. In many locations this results in a mis-alignment between educational programs offered, and skills required in local and regional labor markets.

*We recommend that USAID support an initiative that builds a model for FET college Centers of Opportunity, one initiative that begins small – in, say, four or five FET colleges– to create centers of opportunity for FET students that focus on the continuum from enrollment through post-graduate placement, and beyond.*

The primary objectives of the proposed Centers would be to:

- Market the college to schools, employers and the community at large
- Provide career coaching and support to learners as they enter the college, during their studies, and as they exit into post-college opportunities.
- Provide the capacity to link the college and learners to practice-based learning experiences and to jobs

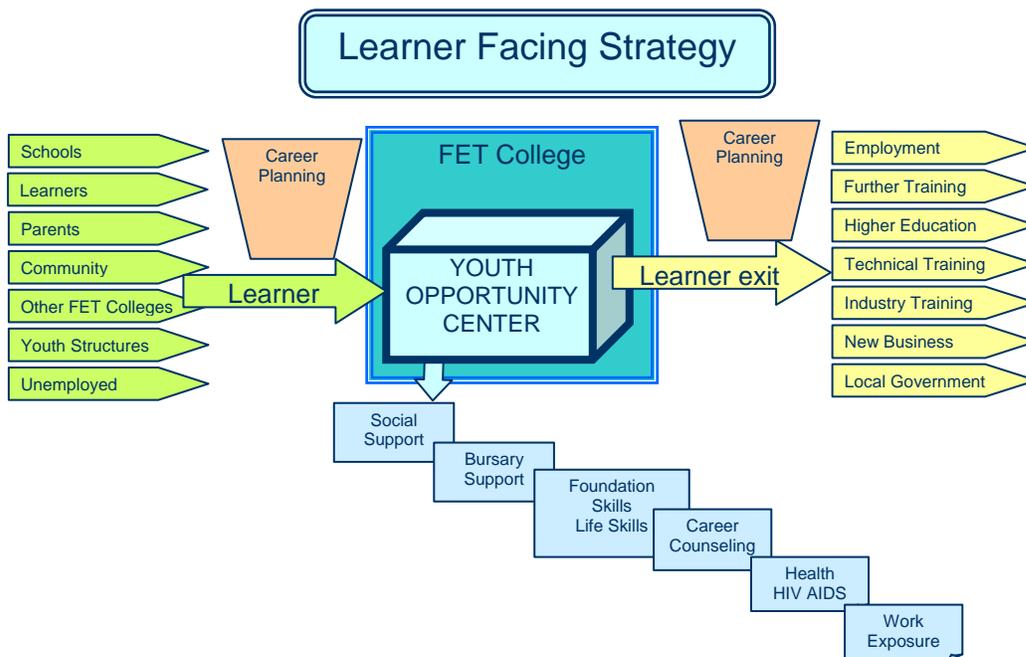
In the following sections, we detail some of the Youth Opportunity Center [YOC] activities that might *support learners*, and those that might *create and implement employer partnerships*. We call these two aspects **learner-facing** and **employer-facing**.

### 5.1.1 Learner-facing aspects of the Youth Opportunity Center

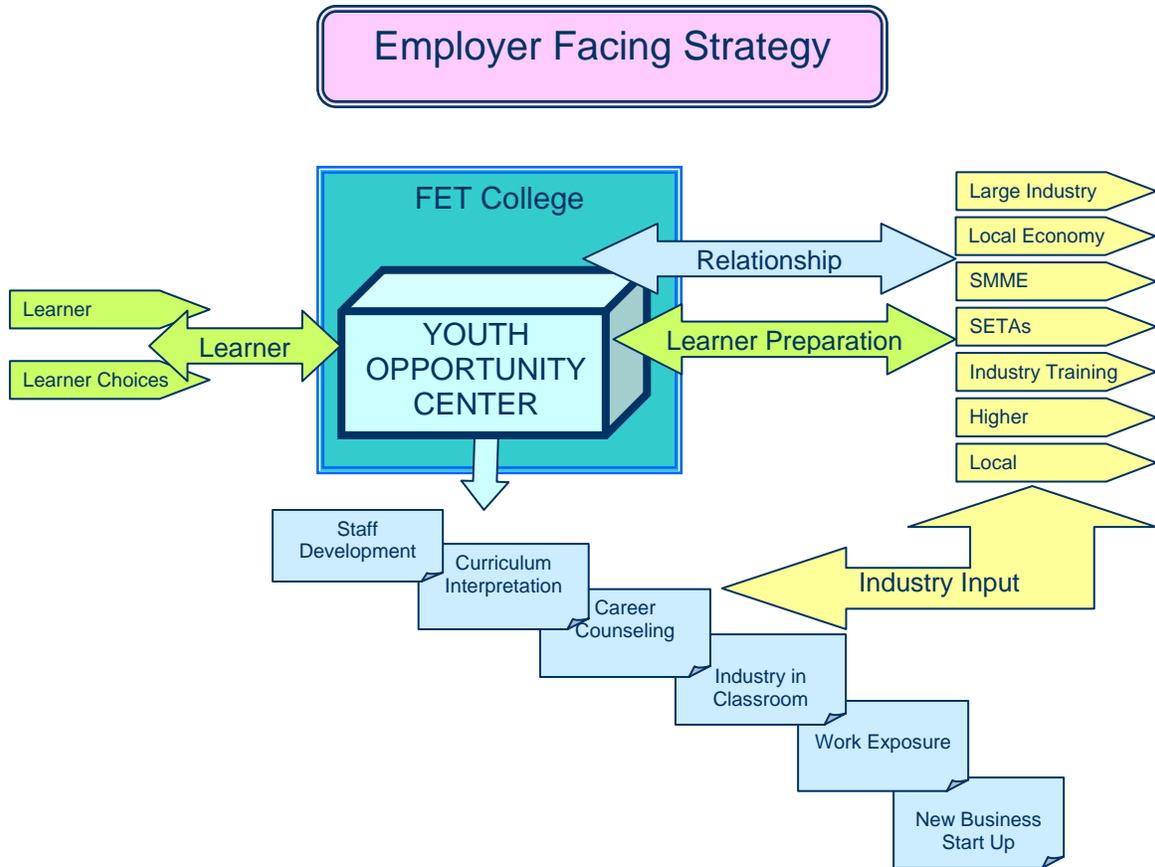
At the heart of each FET Youth Opportunity Center is the *Learner Career Plan*, and the *career coaching* that will be required for each learner to achieve his/her career goals.

*Inputs:* All new learners enrolling in the selected FET colleges will be contracted to develop a *learner career plan*, based on previous school records, an assessment/ placement test, and an interest/aptitude inventory. Each will be assigned to a *career coach* who will help them: 1) pick a vocational area for their work at the FET; 2) select long-term vocational plans; 3) monitor progress on a monthly basis; 4) identify practical experience options for summer and post-FET learning; 5) access other services they may require (such as HIV/AIDS training, mental health counseling, transportation to and from college and to workplaces, supplementary education services as needed); 6) access bursaries and other financial supports; and 6) follow them into placement in further training, employment, and track their progress and successes. It is estimated that each career coach would be assigned to work with no more than 125 FET learners.

*A drive for labor market outcomes:* Career coaching will be one part youth development advising, and one part career counseling. The overall *objective* for every learner is successful preparation and transition from the FET college experience to further skills development and actual employment placement. The *means* – career coaching – involves a commitment to success in every aspect of the learner’s life, as a student, a family member, and a prospective employee.



*Interface with employer-facing aspects of the Youth Opportunity Center:* While there will be specialists in the sense of career coaches and employer liaisons, it is envisioned that the entire staff of the Youth Opportunity Center will work as a team, and interface not only with each other and the balance of the FET college staff, but also with community organizations (NGO's) and with employers and industry groups where appropriate.



### 5.1.2 Employer-facing elements of the Youth Opportunity Center

Each FET college is located in both a local and provincial economy. Thus the suggestion is that through initiatives instigated through the Youth Opportunity Center, the FET college should develop and strengthen its relationship with industry and other institutions in this economy. The FET college needs to become “responsive to the demands and opportunities” of the local and provincial economy. Moreover, learners require *both* opportunities for practical experiences, exposure to industry, and career guidance while learning, *and* continued learning and employment opportunities as they complete their FET college experience.

*Inputs:* Relationships will be formed with local and regional industry and industry groups, small, medium, and micro-enterprises with the capacity to offer advice, experiences, and employment, institutions of higher education, local and provincial governments (as they can provide both projects and jobs), local SETAs, and community organizations.

*A drive for labor market outcomes:* The primary point will be development of learning and employment opportunities for learners, and creation of an effective “pipeline” of prepared, skilled workers for local and regional employers.

*Interface with “learner-facing” aspects of the Center:* If learners are to be coached, employers are to be “customers” – consumers, as it were, of the “products” of FET colleges, but also partners in the production process. If a Center is functioning properly, there are employers in the classrooms and workshops, and there are learners in the workplace – before and after they finish their FET programs.

## ***5.2 CORE (Linked) RECOMMENDATION #2: Make rapid and effective use of the lessons from the Youth Opportunity Center Model to improve teaching and learning in the FET system***

Rather than wait for full development of the YOC model before sharing results to the full FET system, the Assessment Team recommends a concurrent process to capture and disseminate lessons and best practices. This approach, coupled with technical assistance to the FET college directorate (*see Recommendation 3*), will enable other colleges to begin to incorporate aspects of the new Centers in to their existing programs and, for those colleges that do not provide any learner support services at all, to begin to plan for doing so.

This rapid dissemination approach would have two parts, with several key components suggested for each. The following components would be facilitated by the project staff:

- 1. Assist each participating college to rapidly integrate lessons from the Model into local curriculum and teaching practices*

*Component 1: Involvement and advisement.* Engage all parts of the college system in the activities of the Youth Opportunity Center and in ensuring that learners are prepared for and are appropriately placed in post-college options. Create an advisory council composed of college, industry/business, and local government representatives. Provide opportunities for career coaches, instructors and other staff to try out new and/or approaches and ideas (such as instructor visits to workplaces; industry involvement in NCV courses).

*Component 2: Reflection and analysis.* Provide structured opportunities (action research; study circles; online learning logs) for staff to incorporate experiences into teaching and learning, to interpret new curriculum and adapt to local contexts; and to document the results of YOC programs and approaches. With colleagues, analyze and make recommendations for lessons and experiences to be disseminated.

*Component 3: Dissemination and discussion.* Provide a variety of means of sharing the experiences of learners, instructors, staff and others participating in YOC programs, including face-to-face and online discussion; newsletters; etc. While the focus of the Youth Opportunity Center is on learners participating in the new NCV courses, it is intended that the lessons learnt and the dissemination of these will benefit a variety of types of learning programs on the campuses, including short courses, skills training and learnerships.

2. *Assist the national FET staff to capture rapidly and disseminate system-wide the policy and implementation lessons as they emerge from the model*

*Component 1: Documentation and synthesis.* Track, analyze and summarize, on a regular basis, the experiences of each participating (funded) college as YOC models are built. The process of systematizing, improving and/or expanding existing learner support functions and developing new ones will yield immediately useful planning information and policy implications for the national FET staff.

*Component 2: Analysis and evaluation.* Involve the FET Director and key staff from participating colleges (CEOs, YOC directors) in periodic review of progress and lessons across the participating colleges. Make recommendations to Project Manager for areas that need further support and/or research. Make recommendations to the FET Director for policy considerations.

*Component 3: Dissemination and discussion.* Using a variety of electronic, print, and face-to-face means, share the results and lessons from YOC model-building activities with all colleges in the FET system.

### ***5.3 CORE (Linked) RECOMMENDATION #3: Provide expert assistance to national FET leadership and other organizational partnership on curriculum alignment with skills standards, industry requirements and youth development supports***

The Assessment Team concludes that current executive leadership of the FET system is very capable, and tasked with a great deal of responsibility for a fast-moving set of institutions in a rapidly evolving policy context. Similarly, current and potential partners in skills development and in national youth development movements are responding to exceedingly high expectations and demanding agendas. In particular, DoL and SETA leadership and cooperation in skills development initiatives will be needed for the FET sector to succeed in its re-organized and re-capitalized mission. Locally, in many FET communities, Umsobomvu Youth Fund is similarly tasked with serving youth in FET colleges and broadly in the communities. Other NGOs and international donors, ranging from the European Union to local organizations serving young people, need to be drawn into the FET mission, and assisted with building needed relationships.

We recommend that the capacity to provide such assistance to the FET Directorate and to its partners be built into the recommended workforce development initiative. This assistance will complement the initiative's development and management of Youth Opportunity Centers, but will go beyond them to assist the Directorate and its partners as needed.

**NOTE: ANNEX A, appended to this document, spells out in more detail the operational design of an initiative integrating these three core recommendations**

## 6.0 Supplemental Recommendations

During the course of its work, the Assessment Team had the occasion to formulate other recommendations for USAID to consider. In our view, these go beyond our focused brief of developing a limited-scale, but potentially effectively leveraged workforce development initiative. In short, they are things we recommend USAID consider when moving forward, but are not included in our *core* recommendations. All, however, are complementary to the core recommendations. There are four:

### 6.1 *Support a capacity building initiative that exposes FET lecturers and faculty to best practices elsewhere (partner with ACE/HED)*

The American Council on Education and its partner organization, Higher Education for Development, have expressed interest in partnering with USAID South Africa in its efforts to contribute to the workforce skills development needs of South Africa. FET college CEOs, the FET Director and informants from other sectors stressed that FET mid-level staff and instructors need experience with new ways of teaching, counseling and coaching learners, and managing programs. We recommend that USAID consider a partnership with ACE/HED that would have the following components:

- *Preparation and planning.* Match selected staff/instructors from each college with a US community college, and prepare these participants for a (3-week) immersion and job-shadowing experience with their counterparts at the community college. Initiate dialogue and discussion on key topics as part of preparation activities. Develop individual learning plans.
- *Immersion.* Provide each participant with a structured experience that gives the opportunity to observe and, if appropriate, co-teach. Conduct regular debriefing and reflection sessions with participants at each community college.
- *Integration.* Assist each participant in integrating new approaches and lessons into their work in the FET college. Ensure that participants are supported for at least six months following the immersion experience. Consider an exchange visit that brings the US CC staff to South Africa.

### 6.2 *Develop an ambitious HIV/AIDS program with FET colleges with Youth Opportunity Centers in partnership with current USAID partners with a strong focus on prevention, peer education and training of care workers (PEPFAR and UYF)*

The impact of HIV/AIDS in South Africa and the implications of this on the South African workforce are well documented. The NCV has a lifeskills component built

into it which deals with HIV/AIDS, and most FET colleges have embarked on their own HIV/AIDS education programs. Some FET colleges have developed partnerships with NGOs, HIV/AIDS and youth organizations (e.g. Umsobomvu Youth Fund) with good results.

However it is important to note that USAID has access to considerable resources through the President's Emergency Plan for AIDS Relief (PEPFAR) program. USAID/South Africa's Education team has recently received funding through PEPFAR to support the SA Department of Education in establishing a national peer education program in South Africa's public school system. Thus, this program has contracts with local partners to conduct treatment, testing and education activities.

It is suggested that the possibilities for extending this program and utilizing these resources, through existing partner organizations, be explored further, and the possibilities discussed in more detail at a higher level between USAID and the National Department of Education, for a proposed involvement on FET college campuses. This could result in each FET college establishing a "Center of Care" in partnership with USAID.

*6.3 Enhance the entrepreneurial opportunities for exit-level learners by creating linkages with SMMEs and SMME support agencies (SEDA – Small Enterprise Development Agency, DTI) as well as linking with other programs in FET colleges (such as the DANIDA SESD program)*

The government has sent strong signals that job-creation is at the top of its priority list of strategies to address high unemployment. ASGISA itself calls for interventions that target the Second Economy and SMMEs. The USAID Economic Growth work has considerable focus on supporting business linkages that will enhance opportunities for SMMEs, and so increase the SMMEs capacity. While most such programs do not currently link with FET colleges, a suggested partnership with business development agencies and other agencies providing new business support to the FET college would compliment the work of the Economic Growth Team.

FET colleges are often located in local economies that do not contain large industry or opportunities to employ big numbers of newly graduated learners. Many of these colleges have begun to explore opportunities within the SMME sector, either as employment opportunities, or through an initiative to support the development of new SMMEs, some through incubation (of new business) programs.

**SEDA** (Small Enterprise Development Agency) is an agency of the Department of Trade and Industry, and they have a mandate to support the development of new and small business. **SEDA** has some track record in the FET college sector and has a national network of support offices. **SEDA** also works through business Development Service providers to support the SMMEs, in much the same way as the Economic Growth Team programs. It is suggested that potential partnership with **SEDA** be explored, possibly initially on model campuses, but later for national partnerships.

It is also important to note that the DANIDA (Danish International Development Agency) Support to Education and Skills Development (SESD) program has been extended for a further three years from January 2006. SESD is involved with selected colleges the three targeted provinces of KwaZulu Natal, North-West and the Western Cape with a focus on seven FET colleges. One component of the SESD program will be providing support for the New Venture Creation Learnership and will facilitate the development of support structures for first time entrepreneurs when they start their business. It is thus suggested that partnership with SESD be sought in order to share lessons.

#### *6.4 Consider how to enhance the vocational and foundation skills offerings of FET colleges through leveraged investments in technology-based teaching and learning materials and certifications.*

During the course of our Assessment, the Team received briefings from Cisco Networking Academy, and from Mindset Networks. While we did not have an opportunity to explore them in depth, we recommend that USAID seriously consider the leveraging impact of bringing these excellent programs, and possibly others we did not see, into its deepening ties with the FET college network. As the FET colleges extend their own implementation of new curricula, new methodologies for developing and delivering course material such as that represented by Mindset, or highly-leveraged methods for producing industry-certified networking technicians or other skilled technical personnel such as those developed by Cisco, could be very helpful.

## 7.0 Strategies for Monitoring and Evaluation

According to a recent review of impact evaluations of active labor market programs (ALMPs) in developing and transitional economies, a wide range of results can be found for workforce development programs, both in industrialized and developing countries.<sup>16</sup> Some programs show positive labor market effects while others show little or negative effects for participants, with program design and program context being significant determinants. Successful interventions, regardless of country, appear to have key ingredients in common: a comprehensive package of services; an orientation to labor demand; a link to real workplaces; careful targeting; a growing economy. Programs that provide counseling, placement assistance and related services generally have positive impacts on post-program employment. Programs that provide stand-alone skills training for youth usually show negative labor market impacts, unless integrated with basic education and counseling and support services.

The initiative proposed in this report includes the components that should indicate an initial positive labor market impact. Demonstration of long-term impact, beyond several years, is essential but may be beyond the scope of investment that USAID is prepared to make in South Africa. Similarly, formal experimental design evaluation models may not be feasible for this model-building phase. However, in designing an effective small-scale system for monitoring program activities and evaluating outputs, outcomes and impacts, it is possible to include indicators and measures that provide windows into the context of service provision, the mix of education, skills training and counseling, as well as cost-benefits considerations.

A comprehensive framework for monitoring and evaluating the proposed FET Youth Opportunity Centers would seek to answer at least four sets of questions, each with a different purpose and each forming one strand of the overall monitoring and evaluation plan:

1. *Strategic USAID Accountability:* How is the initiative contributing to USAID's strategic global economic growth and education objectives?
2. *FET Youth Opportunity Centers Program Accountability:* What are the common outputs and outcomes of the Youth Opportunity Centers across the different contexts of the participating FET colleges? What is the shared 'story' that can be communicated (internally and externally) about the model that is being built? How can the effectiveness of the new centers be understood by key audiences within USAID, the South African Department of Education, other FET colleges, SETAs and other key stakeholders at the national and local level?

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<sup>16</sup> Betcherman, G. et al. 2004. Impacts of Active Labor Market Programs: New Evidence from Evaluations with Particular attention to Developing and Transition Countries. Social Protection Unit, The World Bank.

3. *Sustainability and Scalability of the YOC Model:* Are FET CEOs, community business and industry partners and key local, regional and national government decision makers acquiring the outcomes-oriented evidence and cost-benefit information that will inform decisions about the future of the model? Can these partners and decision makers identify the types of capacity-building and support necessary to sustain the interventions that are initiated during this project?
  
4. Learning Agenda for the FET Colleges Directorate: What questions need to be answered to improve the effectiveness of new and existing FET policies and programs? How is the technical assistance provided to the national Department of Education contributing to shaping and answering these questions?

The following chart provides another view of this approach and includes illustrative indicators:

Purpose	Description	Illustrative Indicators
<b>1. Strategic Accountability</b>	USAID-designated indicators that demonstrate how the program contributes to the global picture of USAID-funded education and workforce development initiatives. Information is reported to USAID and is included in the communications (see strand 2) about the program.	USAID Economic Growth indicators: Number of persons participating in USG-funded workforce development programs  Number of workforce development initiatives created through USG assisted public-private partnerships
<b>2. Program Accountability and Communication</b>	Objectives and indicators that provide a meaningful way of tracking and communicating the results of the FET YOC model-building initiative. Indicators focus on the <i>reach, depth and quality</i> of program interventions. Information is reported to USAID South Africa, to project partners, and project participants. Used internally for program improvement and externally for communicating the ‘story’ of the initiative.	Number of learners placed in work opportunities during program  Number of learners placed in post-college employment; number remaining in employment 6 months out.
<b>3. Sustainability and Scalability</b>	Information that helps FET Colleges, their partners and communities understand and be prepared to sustain and expand the initiative.	Cost per learner overall Cost per learner per service
<b>4. Learning Agenda for FET College Improvement</b>	Technical assistance, special studies, and information-gathering that help answer key questions about policy and program implementation.	N.A.

## ANNEX B:

### ***Report Cross-Referenced to Key Statement of Work Questions***

The Scope of Work: Promoting Relevant Education & Training for Employment contained a section of questions which guided the early thinking of the assessment team. The table below provides some cross referencing of these questions (where possible) to the report submitted.

<b>A. Policy:</b>	
i. In what ways does the existing education and training system accommodate emerging trends in the job market and what opportunities are there for USAID involvement? Is there an HIV/AIDS policy in the education and training system?	<ul style="list-style-type: none"> <li>• For background on skills needs and education, see Section 4: Findings and Strategic Options which links government initiatives through Asgisa, Jipsa, the NSDS and the FET colleges.</li> <li>• See Section 6: Supplemental Recommendations on HIV/AIDS.</li> </ul>
ii. How does USAID's work in Education and Economic Growth link to ASGISA and JIPSA goals and findings?	<ul style="list-style-type: none"> <li>• See Section 5: Core Recommendation #1 which links Learners and Industry; as well as Section 4: Findings And Strategic Options.</li> </ul>
<b>B. Student/Worker Needs:</b>	
i. How do student choices for courses of study match with employment needs in the South Africa economy? What are the current growth sectors in terms of employment opportunities	<ul style="list-style-type: none"> <li>• For student choices and student support / guidance linked to employer needs, see Section 5: Core Recommendation #1 which links Learners and Industry.</li> <li>• For economic background see Section 4: Findings And Strategic Options.</li> </ul>
ii. What level of qualifications/skills do students/workers need to fill the emerging employment opportunities?	<ul style="list-style-type: none"> <li>• Section 4: Findings And Strategic Options discusses the need to industry and education to continue to discuss needs; and Section 5: Core Recommendation #1 links Learners and</li> </ul>

	Industry in an interactive way.
iii. Do students understand or strategize their academic and vocational studies based on career information or labor market trends? Do employers or their training programs provide career opportunities or information on sector trends/job openings?	<ul style="list-style-type: none"> <li>• The Section 5: Core Recommendation #1 links Learners and Industry and suggests there is a large need for educating learners around career opportunities.</li> <li>• This same section suggests the need to assist in linking employers with learners.</li> </ul>
iv. What are the most immediate needs in terms of HIV/AIDS educational programs?	<ul style="list-style-type: none"> <li>• See Section 6: Supplemental Recommendations on HIV/AIDS suggests there is a need to increase the education as well as other supports programs in HIV/AIDS.</li> </ul>

<b>C. Programs:</b>	
i. What programs are designed to cultivate entrepreneurship skills for self-employment?	<ul style="list-style-type: none"> <li>• Section 6: Supplemental Recommendations which recommends that partnership should be sought to enhance entrepreneurship.</li> </ul>
ii. Do the training programs under study in this assessment track job placements of graduating learners over time?	<ul style="list-style-type: none"> <li>• Limited tracking is done by FET colleges, and SETAs do not have a tracking system. A longitudinal tracking system was recommended by some informants, but the team feels this is beyond the current scope.</li> </ul>
iii. How is impact measured in successful workforce development systems in other countries? What would work in South Africa?	Impact is often measured in terms of job placement and job retention. Increasingly, cost-effectiveness measures are included in evaluations of workforce development programs. See the section on Monitoring and Evaluation Strategies, for a brief discussion of this topic.
iv. Assess current capacity and willingness in the public, private and non-profit sectors to address workforce development challenges;	<ul style="list-style-type: none"> <li>• Partnerships are discussed within the context of community involvement in the proposed Youth Opportunity Centers. There is great willingness, and the NBI has promoted partnerships between business and FET sector. See Section 6: Supplemental Recommendations</li> </ul>

**D. Institutions:**

<p>i. What capacity or opportunities exist to cultivate and sustain alliances with the private sector for improved linkages and investment in education and employment?</p>	<ul style="list-style-type: none"> <li>• Section 6: Supplemental Recommendations recommends partnerships.</li> <li>• Section 5: Core Recommendation #1 suggests a methodology for enhancing linkages between industry and education for employment.</li> </ul>
<p>ii. Given the recapitalization of the FET colleges and their role in the larger ASGISA strategy, what type of intervention or support could USAID provide?</p>	<ul style="list-style-type: none"> <li>• Section 5: Core Recommendations give clear recommendations.</li> </ul>
<p>iii. What academic needs do students coming into FET colleges have in order to succeed? What role, if any, could USAID play?</p>	<ul style="list-style-type: none"> <li>• Section 5: Core Recommendation #1 suggests a “learner Facing” strategy for supporting learners entering FET colleges.</li> </ul>
<p>iv. To what degree is the HIV/AIDS pandemic addressed as part of the curriculum in existing institutions? What programs are in place to address the needs of the institution’s employees with respect to HIV/AIDS (e.g., employee wellness programs, peer education, VCT programs)?</p>	<ul style="list-style-type: none"> <li>• Section 6: Supplemental Recommendations on HIV/AIDS indicates the HIV/AIDS is part of the NCV curriculum, but goes further to suggest increased support by USAID (PEPFAR) for FET colleges.</li> </ul>

## ANNEX C

### Program and List of Key Informants

	Week One			
Monday	26 February		Email	Tel
09h30	USAID Education Team	Robert "Wick" Powers: Education Development Officer Cynthia Chassy: Education Team Leader	<a href="mailto:rpowers@usaid.gov">rpowers@usaid.gov</a> <a href="mailto:cchassy@usaid.gov">cchassy@usaid.gov</a>	012-452-2221 012-452-2223
11h00	USAID Education Team	Wick Powers: Mathata Madibane, Education Team		
13h30	Umsobomvu Youth Fund	Malose Kekana: CEO	Tania Pottier :PA <a href="mailto:TaniaP@UYF.org.za">TaniaP@UYF.org.za</a>	011-695-0926
12h00	USAID Economic Growth Team	Tina Dooley-Jones: EG Team Leader Elikana Maroge: Economist	<a href="mailto:tdooley-jones@usaid.gov">tdooley-jones@usaid.gov</a> <a href="mailto:emaroge@usaid.gov">emaroge@usaid.gov</a>	012-452-2207 012-452-2206
Tuesday	27 February			
10h00	Ross Jaff	Ross Jaff	<a href="mailto:jaffr@icon.co.za">jaffr@icon.co.za</a>	083-287-9167
12h30	National Business Initiative	Glen Fisher Marianne Scott	<a href="mailto:glen@nbi.org.za">glen@nbi.org.za</a> <a href="mailto:marianne@nbi.org.za">marianne@nbi.org.za</a>	011-544-6000
16h00	National Department of Education	Penny Vinjevold, DDG FET Education  Gareth Macquela (contact) Desmond Fillis: Global Partnerships	<a href="mailto:vinjevold.p@doe.gov.za">vinjevold.p@doe.gov.za</a>  <a href="mailto:Macquela.G@doe.gov.za">Macquela.G@doe.gov.za</a> <a href="mailto:fillis.d@doe.gov.za">fillis.d@doe.gov.za</a>	012-312-5366
Wednesday	28 February			
08h30	USAID	Dr. Carleene Dei: South Africa Mission Director		
09h30	Cisco NetAcademy	Alfie Hamid	<a href="mailto:alhamid@cisco.com">alhamid@cisco.com</a>	083-786-4159
13h00	Central Johannesburg FET college	Motsumi Makhene:CEO	<a href="mailto:mostsumim@gmail.com">mostsumim@gmail.com</a> Secretary <a href="mailto:laurav@cjc.co.za">laurav@cjc.co.za</a>	011-484-1388
Thursday	01 March			
08h00	Junior Achievement South Africa	Linda McClure Managing Director	<a href="mailto:lmclure@mweb.co.za">lmclure@mweb.co.za</a>	011-832-2632
11h00	Orbit FET college Rustenburg	Ms Maryna Marais: CEO	<a href="mailto:marynamarais@telkomsa.net">marynamarais@telkomsa.net</a>	014-592-7014

		Dr Joe Viljoen Dieter Setz: Incubator Manager Gordon Freer: TA Incubation Support	gordon@insightstrategies.net	082-255-9644
<b>Friday</b>	<b>02 March</b>			
10h30	De Beers	Peter Phemelo Moeti: Manager Special Projects Simon White: Director: Blueprint Holdings	Peter.moeti2@debeersgroup.com simon@blueprintgroup.co.za	011-374-7561 083-244-1777
12h00	SINGIZI	Carmel Marock Candice Harrison-Train	carmelmarock@tiscali.co.za candiceh@wol.co.za	083-258-0700 083-703-7401
12h00	Anthony Gewer	Anthony Gewer: Independent Educational Consultant	gewer-white@mweb.co.za	083-407-6735
14h30	USAID	Progress Debrief		
	<b>Week Two</b>			
<b>Monday</b>	<b>05 March</b>			
09h00	Western Cape Department of Education	Keith Loynes: Chief Planner Directorate: FET Colleges	Kloynes@pgwc.gov.za	021-467-2617
	Western Cape Department of Education	Christiana Nel DANIDA SESD Program	crnel.sesd@wol.co.za	021-467-2599
11h00	Northlink College Corporate Center	Mr Leon Beech: CEO  Charl Coetzee: Deputy CEO Trish van der Merwe: Innovation Neil Maggot: Corporate Management	<a href="mailto:Lbeech@northlink.co.za">Lbeech@northlink.co.za</a>  Sandy September PA <a href="mailto:sseptember@northlink.co.za">sseptember@northlink.co.za</a>	021-930-0957
12h00	Northlink College Belhar Campus	Learnership Unit		
14h00	False Bay College Corporate Center	Mr Cassie Kruger: CEO	<a href="mailto:cassie.kruger@falsebay.org.za">cassie.kruger@falsebay.org.za</a>  Sandy Robinson, PA sandy.robinson@falsebay.org.za	021-712-1080
15h00	False Bay College Khyalisha Campus	Mr Cassie Kruger: CEO		
<b>Tuesday</b>	<b>06 March</b>			
09h00	European Union Delegation of the European Commission to South Africa	Gerard McGovern: First Counsellor  Dr Berene Kramer: Education Officer Cristian Butuman: Private Sector	<a href="mailto:gerard.mcgovern@ec.europa.eu">gerard.mcgovern@ec.europa.eu</a>  <a href="mailto:berene.kramer@cec.eu.int">berene.kramer@cec.eu.int</a> <a href="mailto:cristian.butuman@cec.eu.int">cristian.butuman@cec.eu.int</a>	012-452-5240  012-452-5251 012-452-5224
12h30	Chamber of Mines	Vusi Mabena: Education Services	Erissa Mabena PA emartin@bullion.org.za	011-498-7277

14h00	MERSETA	Dr Raymond Patel: CEO	<a href="mailto:RPatel@merseta.org.za">RPatel@merseta.org.za</a> Penelope Dlamini PA <a href="mailto:PDlamini@merseta.org.za">PDlamini@merseta.org.za</a>	011-544-1357
15h00	SEIFSA	Janet Lopez Manager : Skills Development	<a href="mailto:janet@seifsa.co.za">janet@seifsa.co.za</a> Heidi Smith PA <a href="mailto:heidi@seifsa.co.za">heidi@seifsa.co.za</a>	011-298-9405
<b>Wednesday</b>	<b>07 March</b>			
09h00	JET Education Services	Letshego Mokeki:	<a href="mailto:Lmokeki@jet.org.za">Lmokeki@jet.org.za</a>	011-403-6401
10h00	HED (Higher Education for Development) ACE (American Council on Education)	Christine Morfitt: Executive Director  Ben Quillian: Senior Vice President	<a href="mailto:cmorfit@HEDprogram.org">cmorfit@HEDprogram.org</a>  <a href="mailto:quillian@ace.nche.edu">quillian@ace.nche.edu</a>	US (202) 243-7680  US (202) 939-9451
10h30	Team Proposal Development			
14h00	Mindset Network	Vis Naidoo: CEO	<a href="mailto:vis@mindset.co.za">vis@mindset.co.za</a>	0861 646 3738
15h00	USAID PEPFAR program	Marie McLeod: Health Officer		
<b>Thursday</b>	<b>08 March</b>			
08h00	Team Proposal Development			
<b>Friday</b>	<b>09 March</b>			
08h00	Team Proposal Review			
11h00	Final Debrief with USAID			
13h00	Team Report Development			
17h00	National Department of Education	Penny Vinjevold, DDG FET Education		

## **ANNEX D**

### *Glossary of Acronyms*

ACE American Council on Education  
ASGISA Accelerated and Shared Growth Initiative for South Africa  
BBBEE Broad-Based Black Economic Empowerment  
DANIDA Danish International Development Agency  
DDG Deputy Director General  
DoE Department of Education  
DoL Department of Labour  
DTI Department of Trade and Industry  
EPWP Expanded Public Works Program  
ETQA Education and Training Quality Assurance Agency  
EU European Union  
FET Further Education and Training  
FETC Further Education and Training Certificate  
GDP Gross domestic product  
HED Higher Education for Development  
JIPSA Joint Implementation on Priority Skills Acquisition  
LED Local Economic Development  
MERSETA Manufacturing, Engineering and Related Services Education and Training Authority  
MoU Memorandum of understanding  
N1 NATED course 1  
NBI National Business Institute  
NCV National Certificate (Vocational)  
NGO Non-governmental organisation  
NQF National Qualifications Framework  
NLRD National Learner Record Database  
NSDS National Skills Development Strategy  
NSF National Skills Fund  
PEPFAR President's Emergency Plan for AIDS Relief  
SAQA South African Qualifications Authority  
SEDA Small Enterprise Development Agency  
SESD Support to Education and Skills Development DANIDA  
SETA Sector Education and Training Authority  
SMME Small Medium Micro Enterprises  
USAID U.S. Agency for International Development  
UYF Umsobomvu Youth Fund  
YOC Youth Opportunity Center

## **ANNEX E**

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