

HUMAN RESOURCES DEVELOPMENT (HRD) BACKGROUND PAPER TWO

**The importance of Intermediate and High Skills Development in the
Western Cape**

Challenges of Intermediate Skilling in the Western Cape

HUMAN SCIENCES RESEARCH COUNCIL

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EXPLANATORY FOREWORD

This is one of three Background Papers written to inform the HSRC's report on the significance of intermediate and high-level skills development for a micro-economic development strategy in the Western Cape.

Each Background Paper attempts to provide a comprehensive profile of key trends over the past ten years, to highlight current strengths, constraints and gaps, and to identify potential areas for intervention in order to grow the knowledge and skills base of a 'Learning Cape' province. The three areas of focus for this project are:

1. The underpinning infrastructure: public schooling in the Western Cape
2. The challenges of intermediate skilling in the Western Cape
3. The contribution of higher education to a Western Cape regional innovation system

The focus of this paper is on the challenges of intermediate skilling offered in a range of public and private sites of delivery.

The three Background Papers were used as source documents for a synthesis report that argues for a multi-level skills strategy in the province, and identifies areas for engagement through a micro-economic strategy at the level of schooling, at the intermediate skills level, and in relation to harnessing the potential of higher education institutions to contribute to a regional system of innovation.

These Background Papers represent the first phase of the project, and contain a wealth of empirical data. For instance, the Appendix to this paper contains detailed source data tables on Further Education and Training colleges for the period under review, which may be used for further analysis. However, to understand the full significance of this data for a micro-economic strategy, the papers need to be read in conjunction with the synthesis report, and vice versa.

As its starting point, each paper benefited from a wide range of research papers produced in 2003 on behalf of the Western Cape Department of Economic Development and Tourism, to inform a framework for a provincial Human Resources Development strategy. The papers that were used specifically for Background Paper 2 are on Further Education and Training colleges (Wessels 2003) and on the notion of a 'learning region' as a framework for human resources and skills development (Western Cape Department of Economic Development and Tourism 2003a).

The aim was to avoid 'reinventing the wheel', but rather to deepen and broaden the existing research coverage of key areas of education and training provision and human resources development in the province. So, in some cases, existing data tables were updated, and in other cases, significant issues that had not been covered were identified as a specific focus, to deepen

existing coverage. For example, in Background Paper 2, we have included data on private further education and training in the province.

Background Paper 2 specifically benefits from new research on the provincial provision of the SETAs, commissioned by the Western Cape Department of Economic Development and Tourism and recently completed in August 2004.

In general then, each paper draws on the most up-to-date statistical data available, analysing provincial data in relation to national trends. Each paper also benefits from a number of national studies recently conducted by the HSRC in relation to areas that are not well researched, such as enterprise based training, or higher education-industry partnerships. These were mined to provide a fresh new analysis of provincial trends, to increase breadth of coverage.

Background Paper 2

THE CHALLENGE OF INTERMEDIATE SKILLING IN THE WESTERN CAPE ¹

1. INTRODUCTION

Formal attempts to develop intermediate skills in the Western Cape can be traced back at least as far as efforts in the second half of the Nineteenth Century to develop such skills amongst young coloured men (Badroodien 2004). By the end of the century, this focus on practical education had spread also to the white (Behr 1988) and African communities (Paterson 2004), albeit with different purposes and intended skills outcomes. Throughout the Twentieth Century, the Cape Province was a major producer of intermediate skills and the Western Cape has inherited a relatively strong infrastructure of skilled individuals, providers and administrators.

There is no unambiguous definition of intermediate skills in South Africa. To some extent, the NQF makes an implicit distinction between skills levels through its notion of three bands. In this sense, intermediate skills can be conflated with the Further Education and Training Band and, hence, with NQF Levels 2-4. In OECD countries, however, the focus has tended to shift to the space between school and university, or Level 5 in NQF terms. In terms of Standard Occupational Classification codes, the focus would be on five single-digit codes:

- Technicians;
- Administrators / Secretaries;
- Service and sales workers;
- Craft and skilled trade workers; and
- Plant and machine operators.

¹ This chapter draws extensively on a series of background documents produced by the following colleagues: Salim Akoojee; Fabian Arends; Mignonne Breier; Jacques du Toit; Jeanne Gamble; Andrew Paterson; Mariette Visser; and Angelique Wildschut.

However, SOC codes still reflect to a large extent the ways in which occupations developed as industrialisation matured and are a rather imperfect guide to present occupations and their skills levels. SOC codes do illustrate the extent to which intermediate skills have been seen historically largely in terms of manufacturing/engineering (implicitly male) skills and service (implicitly female) skills. This is reflected, as I shall show later, in the types of programmes offered in the traditional public provider institutions.

Intermediate skilling therefore needs to be understood as existing at the meeting point of a series of policies, governmental structures and concerns. At the policy level, intermediate skilling is a key area of meeting between Further Education and Training (and to a lesser extent Higher Education) policies and the National Skills Development Strategy. This conjunction is also reflected in the existence of a Human Resources Development Strategy and by the ongoing National Qualifications Framework reform process. However, the dynamics of intermediate skills are also shaped profoundly by the overall national development strategy (as reflected in the May 2004 State of the Nation Address – Mbeki 2004); by other sectoral strategies (such as the Advanced Manufacturing Technology Strategy, the Expanded Public Works Programme or the Integrated Sustainable Rural Development Strategy) and by provincial Growth and Development Strategies.

This interplay of policies means that there are multiple government structures involved in the area of intermediate skills development. At the national level, this goes beyond the Departments of Education and Labour to include the Presidency, Treasury, and several other line departments. At the provincial level, key players beyond Education and Labour (through its provincial offices) are likely to include Departments of Economic Affairs and Offices of the Premiers.

These intersecting institutional agendas are also reflected in a range of sometimes conflicting concerns about the role of intermediate skilling. Internationally, there is a common tension between a focus on such skills as a means of reducing youth unemployment and poverty and on their role in promoting international competitiveness and economic growth (Crouch, Finegold and Sako 1999; Akoojee, Gewer and McGrath 2004b). Increasingly, entrepreneurship, self-employment and SMME development have been added to the economic priorities of intermediate skills development, as have issues of access, equity, addressing HIV/AIDS and environmental sustainability (McGrath 2002).

Although interlocking, these different foci bring with them different emphases on issues such as programme levels; theory-practice blend and target population. At the same time, provision coming from an educational rather than training background also tends to stress the importance of educational values, including preparation for adulthood and citizenship, given the preponderance of youth-oriented intermediate skills delivery.

This examination of the state and prospects of intermediate skilling in the Western Cape needs to be understood in these multiple contexts. Given the short-time frame for the study, the implications raised for policy and practice are necessarily intended to stimulate discussion within the province rather than foreclose it with any claims to unquestionable authority.

In the rest of this chapter, I will go on to consider the policy context in some further detail before turning to examine key elements of the quantitative and qualitative data that exists on the provision of intermediate skills in the Western Cape, focusing in turn on:

Provision in public FET colleges

Provision in the technikons, now universities of technology

Provision in relation to the agricultural sector specifically

The nature of private intermediate skills development

The state of enterprise-based training in the province from the perspective of employers

The state of enterprise-based training in the province from the perspective of SETAs

This will lead me to a final section in which I will highlight a number of potential interventions that may be needed to improve the delivery of intermediate skills in the Western Cape as a contribution to provincial growth and development.

2. THE POLICY CONTEXT

2.1. Section introduction

This section will review the evolving policy context within which intermediate skills provision in the Western Cape is located. It will comprise of four sub-sections. First, the evolution of FET policy since 1994 will be considered. Second, this will be related to broader human resources development policy trends as reflected in the separate and joint policy initiatives of the Departments of Education and Labour. Third, this will be placed in the further context of the national development vision for the period 2004-14. Fourth, the focus will then shift to key elements of the emerging provincial vision for HRD and growth and development of the Western Cape.

2.2. The evolution of FET policy since 1994

An intensive process of policy formulation began in 1996 with the appointment of the National Commission for Further Education to investigate options for consolidating a fragmented FET sector (DoE 1997). On the basis of this report the Green Paper for Further Education and Training (DoE 1998) was published and was immediately followed by the White Paper on FET (RSA 1998a). Concurrently, the FET Act (RSA 1998b) was drafted and promulgated in November of that year.

However, the pivotal point in the transformation of the FET college sector in the post-Apartheid era was the release of *A New Institutional Landscape for Public Further Education and Training Colleges* in August 2001 (DoE 2001a). This established the 50 new FET colleges and set out a vision for their development. Inevitably, this has evolved since 2001 and now focuses upon:

- becoming more responsive to development goals and to the labour market;
- to do this through better partnerships with industry and through curricular change;
- to have greater, though still managed autonomy;
- to provide a higher quality of learning;
- to address equity and access; and
- to improve systems of student support

This vision is to be supported by a new funding regime that is more outcomes based and which addresses the need for recapitalisation of the sector in order to meet the goals above (Akoojee, Gewer and McGrath 2004a).

In 2000 the Department of Education launched a pre-registration exercise for private providers. There has been little progress since then, although a new initiative in this regard is planned for late 2004 as the Department's new Directorate for Private FET becomes operational. It is clear that the new Directorate will face a complex and challenging situation in which those pre-registered may only be a small proportion of actual providers; where it is unlikely to have sufficient capacity for quality assurance; and where the quality assurance landscape is already shaped by the complex, if not confusing, landscape of 32 education and training quality assurance agencies.

2.3. The key elements of South Africa's approach to HRD

Vocational education policy inevitably needs to interact with the overall policy of the Department of Education. Here, key issues are increasingly focusing around systemic coherence, institutional articulation and individual progression between elements of the education system. In particular, the pathways of learners after completing General Education and Training; the relationships between the FET Certificate for schools and for colleges; and the nature and institutional location of programmes at the current NQF level 5 are key matters for debate.

The existence of the National Qualifications Framework means that many of the key policy discussions need to take cognisance of the vision of the Department of Labour. Indeed, the length of time taken to develop a new model for the NQF points to the complex interactions of the interests and concerns of the two departments. What does appear clear from the evolution of these interactions is that there will be a 10 level NQF in which public FET colleges will be amongst the multiple providers of programmes (including technikons) at levels 5 and 6 (equivalent to the current level 5). This will have the important effect of acknowledging the reality that colleges are active beyond what was previously seen as the upper boundary of the FET band, and have a legitimate role in such provision. However, there remains uncertainty as to the implications the new NQF model will have for the role of public colleges in providing SETA programmes.

The transformation of technikons into universities of technology in the *National Plan for Higher Education* (DoE 2002) also has potential implications for the provision of intermediate skills in the province and nationally. In particular, it may lead to further academic drift of technikon provision away from the intermediate and into the high skills area. Indeed, national trends point to a shift away from Certificates but also, increasingly, away from Diplomas to BTech degrees.

The *Human Resources Development Strategy* (DoE and DoL 2001) made clear the importance of the two departments working more closely together (and with other departments). The draft second *National Skills Development Strategy* (DoL 2004) can be seen as the clearest indication of an attempt to realise this vision. Whilst the first NSDS seemed largely unconcerned about the role of public providers in delivery of SETA or NSF funded programmes, the second NSDS implicitly acknowledges that this was a mistake. Most significantly, it proposes that SETAs should fund a series of “institutes of sectoral excellence” through which they address poor delivery of new programmes by investing in the development of provider institutions. The draft indicator does not explicitly mention public providers, but the intention is clear from Departmental officials.

A closer working relationship between the two departments has encouraged the growth of learnership provision within the public colleges. However, it remains unclear how this will be affected by Department of Education plans for new curricular and funding models, which should be announced in late 2004. Many private providers have been beneficiaries of the new training opportunities generated by the Department of Labour. It remains unclear how the evolving DoE-DoL relationship will affect this.

2.4. South Africa’s national development vision to 2014

The restatement of the “People’s Contract” in the ANC Manifesto of 1994 highlights four pledges for the next decade:

- halving unemployment;
- halving poverty;
- accelerating employment equity; and
- improving broad-based black economic empowerment.

The May 2004 State of the Nation Address (Mbeki 2004) outlines a three-pronged approach to addressing these challenges:

- encouraging the growth and development of the First Economy, increasing its possibility to create jobs;
- implementing a programme to address the challenges of the Second Economy; and
- building a social security net to meet the objective of poverty alleviation.

The State of the Nation Address dwelt briefly on the implications of this approach for skills development, focusing on the shortfalls that had already been identified both in the FET college sector and in the SETA system. For the colleges, there was a commitment to ensuring adequate funding of the sector and proper alignment of the courses they offer with the requirements of the economy. SETAs will be required to increase the uptake of learners and improve the focus on the skills that are in short supply.

2.5. The Western Cape's emerging vision for HRD, growth and development

In committing themselves to meeting the overall national development commitment of halving unemployment by 2014, the stakeholders in the Western Cape have undertaken to generate 100 000 new jobs by 2008 within the following set of priority sectors:

- Agriculture, including aquaculture with the associated value chains;
- Fishing and mariculture;
- Clothing, textiles and leather;
- Metals and engineering, including boat building and ship repair;
- Oil and gas;
- Furniture;
- Cultural manufacturing, including crafts and jewellery;
- Tourism;
- Call centres and foreign business process outsourcing centres;
- Information and communication technologies; and
- Film industry. (Western Cape Provincial Administration 2003a: Section 5, Page 4)

In addition, the provincial stakeholders have committed themselves to working on a regionally-appropriate operationalisation of the Expanded Public Works Programme. They have stressed the importance of training within the EPWP and the intention that the EPWP should serve as a stepping stone to employment in the first economy.

All of these initiatives also need to be seen in the context of a provincial commitment to broad-based black economic empowerment, improved employment equity and reduced poverty. The *Framework Agreement on Growth and Development in the Western Cape* (WCPA 2003a) also highlights the importance of SMMEs and commits all social partners to seeking to direct 30% of procurement towards women, youth and people with disabilities.

The Western Cape Provincial Government has sought to move beyond this being just a wish list. Through the *iKapa Elihlumayo* initiative, provincial resources have been set aside to support the provincial strategy, whilst the *Framework Agreement* committed stakeholders to a series of structures and processes for implementation and monitoring of the strategy.

The overall strategy is also intended to operate at regional and local levels in the Western Cape and not simply at the aggregate level. Thus, the overall thrust should reflect and be reflected in the range of tools introduced to support local economic development.

The links between the socio-economic vision for the Western Cape and intermediate skills (as part of a broader HRD vision) are made clear in a number of provincial documents, such as the Knowledge Economy White Paper (DEAAT 2001), the *Framework Agreement on Growth and Development in the Western Cape* (WCPA 2003a) and the Human Resources and Skills Development Strategy (WCPA 2003b). However, the challenge in this chapter is to consider what needs to be done in practice to make the intended linkages work, in order to support a micro-economic strategy.

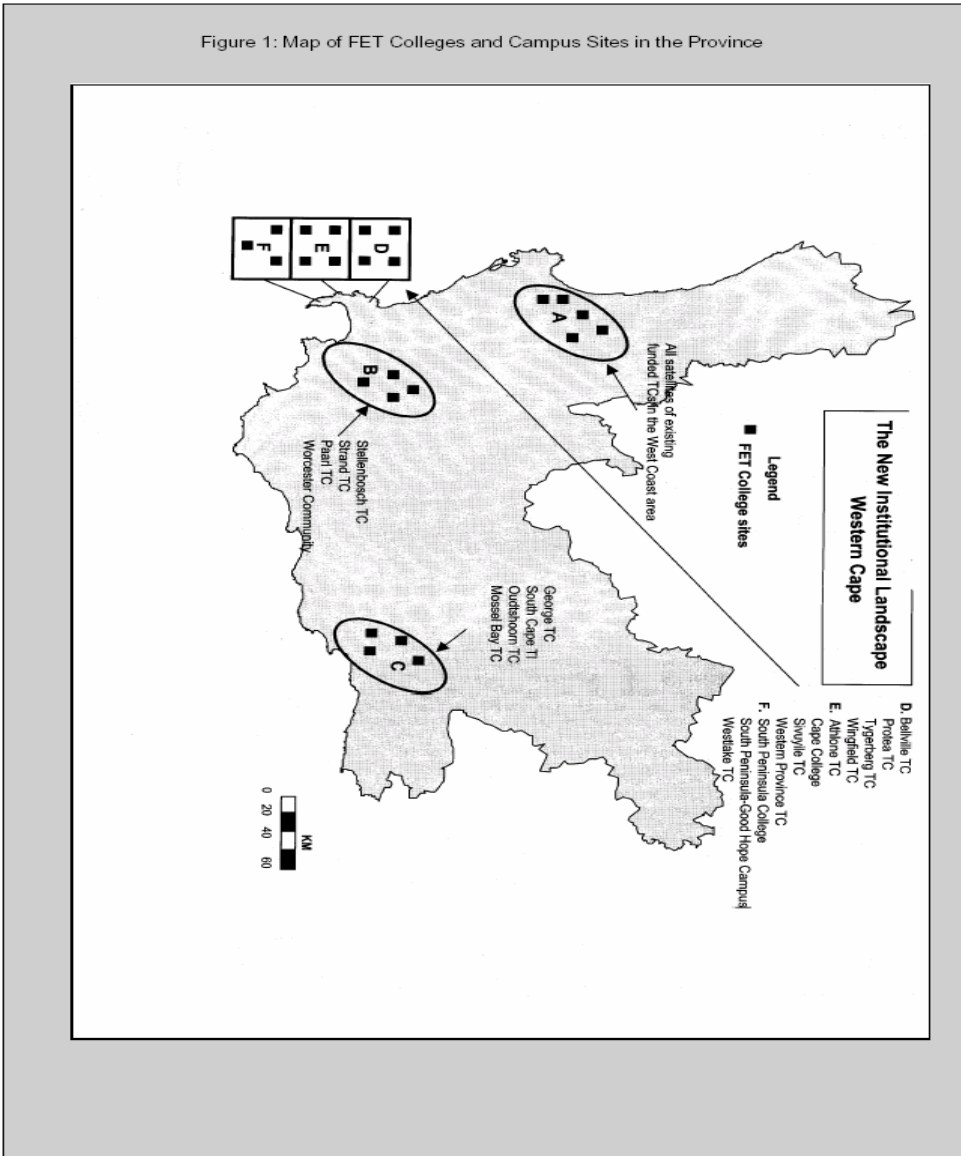
These are some of the challenges that intermediate skills providers need to address. The nature and state of such providers in the Western Cape will be the focus of the next few sections.

3. BENCHMARKING THE WESTERN CAPE FET COLLEGE SECTOR AGAINST NATIONAL DATA

This section draws primarily on the three Quantitative Overview reports delivered by the National Business Initiative (NBI) on behalf of the Department of Education (Powell and Hall 2000, 2002 and 2004). This data is augmented by other work done for DoE by the NBI on college partnerships (NBI 2004); and by a financial analysis of the college sector conducted by KPMG under the auspices of NBI and DoE (KPMG 2004). I bring together the analysis of these disparate reports in a final sub-section.

Nationally the 152 former technical colleges plus skills centres and a number of other institutions have been merged together to form 50 new multi-site institutions. In the Western Cape, this has resulted in six new institutions: College of Cape Town, North Link College and False Bay College on the Cape Peninsula; and further regional colleges in the Boland, South Cape and West Coast areas (Figure 1). West Coast College requires particular mention as it has evolved out of the merger of satellite campuses of colleges from other areas rather than having a basis in any existing technical college's main campus. It is also a significantly smaller college than all the others in terms of full time equivalent learners (FTEs).

Figure 1: Map of FET Colleges and Campus Sites in the Province



Key: **A** West Coast; **B** Boland; **C** South Cape; **D** North Link; **E** College of Cape Town; **F** False Bay

(Source: Powell and Hall 2004: Western Cape Report, 13)

3.1. The quantitative overview

3.1.1. Overview of learner enrolments

Total provincial headcounts for 2002 were 45 922.² This translated into a full time equivalent (FTE) figure of 17 463. This amounted to 12% of the total national FTE figure of 143 913, making Western Cape the third largest provider of public FET after Gauteng (33% of total FTEs) and KwaZulu-Natal (16%). (See Appendix 1, table 1 and figure 1).

The province has seen a steady increase in FTE numbers since 1998, when the figure was only 15 660. Over these four years enrolments grew by 12%. Public FET provision in the Western Cape is growing slightly more slowly than the national average of 17%. However, the province's net participation rate in the college sector was the second highest in South Africa at 3,4%. This was second only to Gauteng's rate of 4,8% and was much higher than the national average of 2,7%. However, as with Gauteng, it seems likely that the participation rate is artificially high due to in-migration from other provinces.

All colleges, except West Coast (299), had more than 1 000 FTEs in 2002, with Cape Town and North Link having more than 5 000. This means the West Coast is very far from the size considered to be a minimum when the new multi-site colleges were envisaged.

3.1.2. Learner enrolments by vocational field

In 2002, 84% of enrolments were still in the two traditional fields of business studies (55%) and engineering (29%), as compared to 90% nationally. Surprisingly the overall proportion of learners in these programmes had risen from 79% in 2000, almost entirely through a strong increase in engineering enrolments. In 2002 False Bay had a 97% concentration in these subject areas and West Coast 96%. Only South Cape had less than 80% concentration, largely as a result of its tradition of limited delivery of engineering. Utility studies was the third highest field provincially, contributing 11% of total FTEs. These are concentrated in four colleges where they made up 10% or more of institutional FTEs, rising to 18% at South Cape. Both educare and arts delivery fell sharply since 2000.

² There are a number of inconsistencies between the rates of change reported in the 2004 document and the rates that come from comparison between figures in that report and the 2002 document. When historical comparisons are used here they are calculated by assuming each biennial report has accurate aggregate figures. At other times, an absolute figure is given in the 2002 report but only a percentage in 2004 (e.g., for non-NATED as a percentage of total FTEs). In these cases, further calculations are done to get absolute figures for the more recent dataset.

3.1.3. *The spread of NATED enrolments across vocational fields*

Although the NBI claim that there were more than 400 programme offerings in colleges that had non-viable numbers of students in 2002, the Western Cape data for 2002 suggests that this was only a partial issue.³ Only 4 out of 38 NATED programme offerings at the college level in business studies had less than 25 FTEs and 23 of these offerings had more than 100 FTEs. (See Appendix 2, table 2.1 and 2.2).

There appears to be more of a problem on the engineering side where 12 out of 32 programme offerings had less than 25 FTEs. There seem to be particular challenges with programmes in motor and transport, where three colleges had less than 25 FTEs, and mechanical, where four colleges fall into this category.

Small class sizes do appear to be potentially more serious in the smaller field of utility studies where 11 out of 20 programme offerings fell under the 25 FTE level. The most notable exception is in the tourism, hospitality and catering sub-field, which had 442 FTEs spread over 5 colleges (although South Cape had 2 and West Coast 1 FTE). North Link reported 101 FTEs in clothing, textiles and interior design, whilst Cape Town had 141 FTEs studying cosmetics. These three sub-fields were the only ones nationally to have more than 500 FTEs each in the utility studies area. Two other local specialisms also stand out: Boland in agriculture (49 FTEs) and Cape Town in art and photography (88 FTEs).

3.1.4. *Curricular diversification – non-DoE FTEs*

20% of FTE enrolments were on non-NATED programmes in 2002, reflecting no change since 2000. This is in contrast to an overall national growth from 12% to 14%. This is largely due to growth in both NATED and non-NATED programmes keeping pace with each other in the Western Cape. North Link showed the highest level of diversification away from the traditional curriculum with 32% non-NATED FTEs. South Cape had 24% and False Bay 21%, whilst West Coast has only 1%. Large increases in South Cape and Boland contrasted with declining numbers in the original pioneers: Cape Town and North Link. (See Appendix 3, table 3 and figure 2, as well as table 4, figure 3).

69% of non-NATED provision was in engineering (40%) or business (29%), with utility studies providing 24% of FTEs. This contrasts to a national split of 51:18:18 between these

³ The NBI 2004 study includes several misclassifications of programmes. I exclude returns that are suspect.

fields. South Cape (72% of its non-NATED FTEs) and North Link (22%) led the way in diversification into utility studies; whilst Cape Town had 15% and South Cape 11% of their non-NATED students in the educare field. See Appendix 4, table 5 and figure 4.

Unfortunately, the NBI data is only able to disaggregate beyond the six learning areas for non-NATED areas at a national level. From the national data, it appears that the most common sub-fields are largely the same as the high volume NATED programmes: general and electrical engineering, computing and business studies. At the provincial level, there is a rather positive statistic that 63% of the non-NATED provision was reported as being accredited, as opposed to 49% nationally. This was probably due to the provincial dynamism with regard to learnerships. The state of learnerships in the Western Cape college sector is explored in section 3 below.

The Western Cape saw a small shift towards delivery in the FET band, from 57% in both 1998 and 2000 to 59% in 2002. This compares with a more striking national shift from 53% in 1998 to 62% in 2002. Thus, the province has gone from being ahead of the national trend to being behind it. Boland stands out as the exception to the provincial pattern, having had 75% of FTEs at the post-FET level, whilst both False Bay and South Cape were at the other extreme with less than 30%.

3.1.5. *Gender profile of learners*

Nationally, males constituted 60% of total enrolments and females 40%. This represents a decline in the proportion of female learners since 1998, when there were 44% female enrolments. The Western Cape fared somewhat better than national, falling from 45% female in 2000 to 44% in 2002. (See Appendix 5, table 6 and figure 5).

Gender composition varied across vocational fields, reflecting traditional gender splits. Engineering fell from being 96% male to 91% between 2000 and 2002 but was still noticeably worse than the national average of 81%. In business studies 67% of students were female (equal to the national), and 73% in utility studies (national – 75%). Business studies saw a slight increase in female domination over these two years; utility studies an opposite shift. (See Appendix 5, table 7 and figure 6).

3.1.6. *Racial profile of learners*

The provincial racial profile in 2002 showed a striking apparent shift to a greater proportion of white learners. From a 2000 percentage of 27%, white learners increased to 34%. At the same time, the percentage of coloured learners fell from 41% to 37%. This meant that the province was radically different from the national average in terms of racial spread, having a far lower African presence (27% as opposed to 73%); and a far larger coloured (37% to 8%) and white (34% to 17%) presence. However, this largely represents the province's demographic profile. West Coast was almost entirely coloured 98%, whilst Boland had 56% white learners. (See Appendix 6, table 8 and figure 7). Only in North Link did Africans make up more than one-third of learners, but only just at 34%. (See Appendix 6, table 9 and figure 8). There is no authoritative evidence for the level of in-migration of African learners but there is a lot of anecdotal evidence for a large inflow of African learners from the Eastern Cape into the metropolitan colleges in particular.

3.1.7. *Measures of quality*

The provincial pass rate was 70% in 2002, the highest nationally and well above the average of 57%. See Appendix 7, table 10 and figure 9. Business studies had a 76% pass rate as opposed to 64% nationally. Engineering had only a 60% pass rate but this was well above the national average of 52%. Pass rates at colleges varied from 84% at Boland (the highest nationally) to 54% at West Coast (the only college in the province to fall below the national average). There was almost no change from 2000 across all these figures. (See Appendix 7, table 11 and figure 10).

The Western Cape had an average throughput rate of 60% in 2002, again the highest nationally and well above the average of 51%. (See Appendix 8, table 12 and figure 11). Business studies had a 65% throughput rate as opposed to 54% nationally. Engineering had only a 51% throughput rate but this was well above the national average of 45%. Throughput rates at colleges varied from 74% at Boland (the highest nationally) to 41% at West Coast (the only college in the province to fall below the national average). Again, there was almost no change from 2000 across all these figures. (See Appendix 8, table 13 and figure 12).

3.2. The extent of college partnerships

The Western Cape has more recorded partnerships in its college sector than any other province (24% of the total). It also has the most recorded partnerships per college. Whilst the Province is second to Gauteng for partnerships with industry, and second to the Eastern Cape in terms of partnerships with government, the Western Cape is the leading province in terms of numbers of linkages to community organisation, other educational institutions and SETAs.

Partnerships may be important to colleges as a way of driving forward greater responsiveness to various needs and in improving both the quality of learning and the employability of college graduates. However, Cosser et al. (2003) point to the complexities of partnerships in the South African college sector. In particular, it is important to ask about who the partners are and the nature of the relationships between them. In the context of recently merged colleges, the issue of the campus-level location of particular partnerships can become sensitive. In the Western Cape this can operate at the level of historically advantaged versus disadvantaged campuses, but it may also be constructed in the context of traditional rivalries between towns in the case of the three non-metropolitan colleges. Given the national and provincial development visions, it is also important to ask whether colleges understand responsiveness in the same ways as policymakers intend.

3.3. The financial health of the public FET college sector in the Western Cape

The Western Cape had both the highest income (R7 840) and highest expenditure (R7 352) per FTE of any province in 2002. The high figure for income is partially explained by the highest class fees nationally. Class fees per FTE were R4 294 in 2002, representing a 16% increase over 2001. However, it is clear from the figure for class fees that nearly half of the colleges' income (45%) came from other sources. In spite of the high class fees, the non-payment rate of 9% was actually lower than the national average of 11%. However, this needs to be seen in the light of more than 25% of students being in debt to the college in the cases of West Coast and South Cape according to the 2002 financial statements. There was also an issue of very high debt write off at College of Cape Town in 2002. The high expenditure figure reflected a 19% increase in salary budget for the sector between 2001 and 2002 (KPMG 2004).

None of the 10 high risk colleges in financial terms were from the Western Cape, with West Coast having its high risk rating of the previous year reduced to moderate-to-high. The college sector in the Western Cape as a whole was rated by KPMG as a low-to-moderate financial risk – the lowest category of any province – for the review of the 2002 data. The colleges in the Western Cape had the second highest investment balance in the country and a higher return on investments than the national average.

3.4. An overview of how the Western Cape performs in comparative perspective

The Western Cape has a strong college sector when compared with the rest of South Africa. In quantitative terms in 2002 it was the third biggest provider province of public FET and had the second highest net participation rate. (See Appendix 9, table 14). The college sector in the province is also very healthy in terms of its efficiency levels (as expressed in pass and throughput rates) and financial state. Its extent of partnerships is also the best nationally, suggesting an outward looking vision that will be important for the future. There is evidence of some degree of curricular diversification, both with regards to NATED and non-NATED programmes. In terms of NATED, the province shows a healthy range of delivery including in niche areas, which compares well with national trends. As regards non-NATED delivery, as we shall see subsequently, performance with respect to learnerships is particularly strong.

Nevertheless, the province's performance in quantitative terms does highlight a series of on-going challenges. Curriculum diversification is progressing but is still limited. The province does poorly in terms of racial equity, with only 27% of learners being Africans. Although the provincial proportion of female learners is better than the national average, the pattern of enrolments is still resolutely traditional. The province's performance on female participation in engineering, for instance, is ten percentage points worse than the national average.

Particular challenges face West Coast College. Recently formed from a merger of satellites of other colleges in an area of low population density, it is still far weaker than the other colleges in the province. It needs to be assisted in building enrolments and improving throughput rates in the short term, whilst remaining mindful of the importance of relevance to local needs.

4. THE STRATEGIC VISION OF THE 6 FET COLLEGES IN THE WESTERN CAPE AND PROGRESS TOWARDS ITS ACHIEVEMENT

In 2003, each college nationally was required to develop a strategic plan. These are inevitably uneven and limited given this is a new exercise. Nonetheless, they do provide some valuable insights into the directions in which colleges intend to move. Most notably, all six strategic plans from the province show that colleges are growing in their awareness of the need to be reflective in their strategies of local, provincial and national needs.

In this section, I will provide brief summaries of each college's strategic vision, drawing from the Strategic Plan. This will be augmented by further data provided by the NBI, WCED and by SESD Programme data, in the cases of College of Cape Town and South Cape.

4.1. Boland

Boland College has five campuses: Caledon, Paarl, Stellenbosch, Strand and Worcester. In 2002, it had 7 611 headcounts and 3 119 FTEs.

Boland stresses a redress and equity agenda, including a strong emphasis on ABET delivery. It is committed to increasing access for disabled students and to having at least 10% of its FTEs drawn from youth designated to be "at risk". It intends to open two new campuses in Swellendam and Bredasdorp; a series of skills centres in smaller population areas; an investment in e-learning; and longer opening hours in order to improve access. In this light, the college is also committed to stressing entrepreneurship development and will insert some entrepreneurial content across all curricula areas.

In its NATED courses Boland's enrolments for 2002 shows that it concentrated largely on business studies (76%), especially accounting and financial management, business management, business studies (general) and IT. It also had smaller specialisms in tourism and hospitality and agriculture.

The college also sees a need to develop better linkages with business and is committed to building relationships with SETAs. Learnerships for 2004 (668 learners enrolled) are:

- Soft Drinks Processing (NQF level 3)
- Food and Beverage Packaging (level 3)
- Carpentry (level 2)

-
- Roadworks (levels 1-4)
 - Community Housebuilder (level 2)
 - Fish and Seafoods Processing (partnership with West Coast – level 3)
 - Bookkeeper and Accounts Clerk (levels 3-4)

It also plans programmes with Foodbev for process operator for confectionery, fats and oils, and for laboratory technician. For 2006, it is planning delivery of a learnership in construction contracting with CETA. It also intends to explore possibilities with CTFL, Poslec, Setasa and ETDP SETA.

The data suggests that this college is beginning to make a shift from a general business studies provision into a more niched provider focused on local economic priorities around agriculture and food processing. Given the college size, financial health and record as having the best national pass rates in both 2000 and 2002, it seems well placed for such a shift in focus.

4.2. Cape Town

The College of Cape Town has nine campuses: Cape Town, Athlone, Wynberg, Gugulethu, Crawford, Salt River, Gardens, Pinelands and Thornton. In 2002, it had 14 554 headcounts and 5 149 FTEs.

The college seeks to focus on quality, relevance and equity and places considerable emphasis in getting its systems and structures working at optimal efficiency.

In 2002, Cape Town had 46% enrolments in engineering; 36% in business studies; and 10% in utility studies. In engineering, the college had more than 50 FTEs in all sub-fields, with very large numbers in electronics (499) and general engineering (867). In business studies, the college had large enrolments in accounting and financial management, business management, business studies (general) and IT. The utility studies field showed significant enrolments in cosmetology; art and photography; tourism and hospitality; and clothing, textiles and interior design.

It is already highly active in learnership delivery with 607 learners enrolled as of January 2004. Current programmes are:

- Refrigeration (level 2)
- Boilermaking (level 2)
- Bavarian Motor Learnership (level 2)
- Early Childhood Development (level 5)
- Jewellery Design (level 3)
- Craft Production (level 2)
- Wholesale and Retail (levels 2 and 4)
- Upholstery (level 2)
- Fitting and Turning (level 2)
- Fabrication (level 2)
- Polymeric Fabrication (level 2)
- Cabinet Making (level 2)
- Craft bread and flour confectionary making (level 2)
- Secretarial and Project Administration Management (level 4)
- New Venture Creation (level 4)
- Tourism Event Support (level 4)
- Security (level 2)
- Information Technology Systems (level 4)

In addition, the College works with various industries in developing and offering programmes requested by industry.

Further programmes are planned in motor mechanics (level 2); motor vehicle maintenance (levels 2-5); refrigeration, air conditioning and ventilation (levels 2-3); manufactory engineering (level 1); bakery (level 2); as well as unspecified level 4 learnerships with MAPPP and MQA.

Cape Town is a highly diversified, very large college. Its NATED provision shows an established focus on niche areas linked to a series of service industries. It is evident that a number of new learnerships are intended to further such linkages. At the same time, learnerships are also being developed in niche areas linked to the manufacturing, baking, furniture, jewellery and auto industries. Thus, it appears that the college is attempting to provide an ever-broader range of programmes.

4.3. False Bay

False Bay College has four campuses: Westlake, Good Hope, Noordhoek and Muizenberg. In 2002 it had 4 232 headcounts and 1 792 FTEs.

False Bay “aims to develop people by serving as a gateway to employment, SMME development and HE for the community by being the provider of first choice through accessible, relevant and quality further education and training as part of lifelong learning”. The college has strong links to the broader education sector through partnerships with schools, LEAF College and higher education institutions. This includes [an access programme](#) that is [housed at Peninsula Technikon](#).

False Bay had an approximate 60:40 split between business studies and engineering in 2002. In business studies, the college had large enrolments in accounting and financial management, business management, business studies (general) and IT. In engineering, only the general programme had large numbers and several of the other specialisms had small enrolments.

Current learnerships (144 learners enrolled) are:

- Electrical Engineering (level 1)
- Community Housebuilder (level 2)
- Early Childhood Development Practitioner (level 4)
- New Venture Creation (level 4)
- Domestic Services (level 1)
- Mechatronics (level 2)

Proposed learnerships for 2005 are as follows:

- Craft Production (level 2)
- Generic Business Administration (level 2)
- Secretarial Administration (level 2)
- Electrical Engineering (levels 2-4)
- Clothing Manufacturing Processes (level 2)
- Wholesale and Retail Generalist (level 2)

False Bay shows a preponderance of business studies students overall and this is reflected in better NATED enrolments in sub-fields of business as compared to engineering. However, the

development of learnership programmes within the college appears to show the leading role that is being played by the Westlake campus with its strong engineering facilities. Thus, the college appears in its learnership programmes to be playing to the particular strengths of this particular campus. This may be a sound strategy for an early phase of engagement with learnerships. However, it is less clear as to how these learnerships would relate to an SMME focus within the college as the strategic plan highlights.

4.4. North Link

North Link College has 8 campuses: Bellville, Goodwood, Parow, Protea, Table Bay, Tygerberg, Wingfield and Belhar. In 2002 it had 14 789 headcounts and 5 405 FTEs.

North Link explicitly links its strategic vision to the national HRD Strategy (DoE & DoL 2001). In particular, it stresses the importance of improving access to further education and training; providing quality and relevant learning; and contributing to the meeting of regional social and economic needs.

In 2002, North Link had 56% of its enrolments in business studies; 29% in engineering; and 12% in utility studies. In business studies, the college had large enrolments in accounting and financial management, business management, business studies (general) and IT. In engineering, the college had large numbers in electronics and general engineering, and more than 50 each in mechanical, electrical and motor and transport. In utility studies, the tourism and clothing sub-fields had more than 100 FTEs.

Learnerships in 2004 (307 learners enrolled) are:

- Wholesale and Retail Generalist (level 2)
- Wholesale and Retail Specialist (level 4)
- Professional Cookery (level 4)
- Tourism Event Support (level 4)
- Sport Leader (level 4)
- Early Childhood Development Practitioner (level 4)
- Contact Centre Support (level 2)
- Local Economic Development (level 4)
- Travel and Tourism (level 4)
- Air Conditioning, Refrigeration and Ventilation (level 2)

In addition, 215 skills programmes will be delivered during the year.

Areas being investigated for new learnership delivery include:

- Call Centre
- Community Health
- Banking
- Nursing
- Journalism
- Event Management
- Film School
- Sound Engineering
- Funeral Services
- Safety and Security

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This very large, diversified college is showing a clear interest in furthering its diversification, including into possible provincial growth areas such as the film sector and business process outsourcing. It has already established itself as a major provider of learnerships and skills programmes.

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4.5. South Cape

South Cape College has four campuses: George, Mossel Bay, Oudtshoorn and Outeniqua, plus a growing number of satellites in places such as Beaufort West and Riversdale. In 2002 it had 3 937 headcounts and 1 698 FTEs.

The college is committed to developing a high quality infrastructure and administrative system that will then allow it to address equity and redress and regional skills needs. The college is striking in its strong higher education linkages, a reflection of its location in a region without any higher education providers. Particularly through the Oudtshoorn campus, the college offers programmes in areas such as marketing and cost and management accounting with the Peninsula Technikon; tourism and food and beverage programmes with the Cape Technikon; bridging programmes for a range of degrees with the University of the Free State; and ECD Practitioner programmes with UNISA.

In 2002, South Cape had a large proportion of business learners (65%) with only 12% in engineering and 18% in utility studies – although almost all of these were in non-NATED programmes. In business studies, the college had large enrolments in accounting and financial management, business management, business studies (general) and IT. In engineering, only the general programme had large numbers and several of the other specialisms had small enrolments.

Learnerships in 2004 (72) are as follows:

- Tourism Guiding (level 4)
- ABET Practitioner (levels 4-5)
- Farming (level 1)
- Early Childhood Development Practitioner (level 4)

The college is also participating the Employment and Skills Development Lead Employer of Labour, which tries to facilitate work experience for learners across smaller enterprises. It is planning learnerships in a variety of areas for the future, including in partnership with higher education institutions. Its plans include:

- Spacesaving Furniture (level 2)
- Farming as own Business (level 4)
- Farm Owner: Horticulture (level 4)
- Local Government Finance (level 6)
- Associate General Accountant (level 6)
- Registered Accounting Clerk (level 3)
- Registered Bookkeeper (level 4)
- Project Management (level 5)
- Secretarial/ Administration Services (level 2)
- ETDP for Educators in Secondary Schooling (level 5)
- ETDP for Educators in Primary Schooling (level 5)
- Vehicle Service (level 2)
- Vehicle Maintenance (level 3)
- Electrical Engineering (levels 2-4)
- General Security Officer (level 3)
- Ancillary Health Care (level 1)
- End-user Computing (level 4)

South Cape has a particularly powerful set of linkages with the higher education sector, especially through the partnerships inherited from the Oudtshoorn campus. Although largely a business college, South Cape's enrolments reflect the importance of the tourism and hospitality sector for the region, as well as the specific need for engineering graduates in connection to industrial development in the Mossel Bay area. The college has been seeking to increase its engagement with SMME and community development, establishing new skills centres and participating in the Department of Labour's Employment and Skills Development Lead Employer programme. The college is also embarking on a number of agriculture-related programmes in its learnership portfolio.

4.6. West Coast

West Coast College has four campuses: Vredenburg, Atlantis, Citrusdal and Vredendal. In 2002 it had 799 headcounts and 299 FTEs.

This college is made up of former satellite campuses of other colleges and has very low enrolments. Therefore, it places considerable emphasis on growing student numbers. It also stresses the importance of SMME and agricultural development.

West Coast had 56% business studies and 40% engineering enrolments in 2002. The college struggles with viable enrolments in all sub-fields. Only the general engineering and business studies sub-fields had more than 50 FTEs each. 11 out of 15 sub-fields at the college had 20 or less FTEs; 9 had less than 10 FTEs.

At present it has no learnerships of its own, although it is a partner in fish and seafoods processing at level 3 with Boland. Future learnerships are planned in agriculture and new venture creation.

West Coast is effectively the least developed of all the colleges in the Western Cape, given its basis in former satellites of other colleges. It is also by far the smallest college in terms of enrolments, meaning that it suffers from very low numbers in anything but the two most general programmes and no learnerships as yet. West Coast has strong ambitions to meet regional needs, wishing to focus particularly on agriculture and SMME development. However, these are still aspirations rather than emerging strengths at this point. Indeed,

financial stability, sustainable enrolments and acceptable throughput rates are perhaps more pressing problems at the moment.

4.7. An overview of learnerships in the Western Cape's public FET colleges

This section has drawn off provincial data on learnerships in colleges disaggregated by institution. Here, I briefly synthesise this data at the provincial level.

Table 1: Learnerships in Western Cape FET Colleges by Sector and College

SETA	Learnership	NQF level	No.	College
CETA	Community Housebuilder	2		False Bay

	Community Housebuilder	2	150	Boland
	Carpentry	2	15	Boland
	Roadworks	1 to 4	120	Boland
ESETA	Electrical Engineering	1	28	False Bay
ETDP	ECD Practitioner	5	20	Cape Town
	ECD Practitioner	4	20	North Link
	ECD Practitioner	4 & 5	20	South Cape
	ECD Practitioner	4		False Bay
	ABET Practitioner	5	1	South Cape
	ABET Practitioner	4	4	South Cape
FASSET	Bookkeeper and Accounts Clerk	3 & 4	2	Boland
FIETA	Upholstery	2	48	Cape Town
	Wood Machining and Cabinet	2	8	Cape Town
FOODBEV	Craft Bread and Flour Confectionery	2	27	Cape Town
	Soft Drinks Processing	3	221	Boland
	Fish and Seafood Processing	3	160	Boland (& West Coast)
ISETT	Information Technology Systems	4	45	Cape Town
LGW SETA	Local Economic Development	4		North Link
MAPPP	Craft	2	79	North Link
MERSETA	Air Conditioning, Refrigeration and Ventilation	2	8	North Link
	Refrigeration	2	13	Cape Town
	Boiler Making	2	13	Cape Town
	Bavarian Motor Project	2	7	Cape Town
	Manufacturing Engineering and Related Activities	1	200	Cape Town
	Mechatronics	2	24	False Bay
MQA	Jewellery Design	3	15	Cape Town
PAETA	Farming/ Horticulture	1	30	South Cape
POSLEC	Security	2	10	Cape Town
SERVICES SETA	New Venture Creation	4	41	Cape Town/False Bay
	Domestic Services	1	48	False Bay
	Contact Centre Support	2	20	North Link
THETA	Tourism Event Support	4	11	Cape Town
	Tourism Guiding	4	17	College
	Hospitality		28	False Bay
	Professional Cookery	4	15	North Link
	Tourism Event Support	4	20	North Link
	Sport Leader	4	175	North Link
	Travel and Tourism	4	15	North Link
W&R	Wholesale and Retail Generalist	2	31	Cape Town
	Wholesale and Retail Specialist	4	55	Cape Town
	Wholesale and Retail Generalist	2	12	North Link
	Wholesale and Retail Specialist	4		North Link
TOTAL:	NUMBER OF LEARNERSHIPS		1798	

Notes: [1] The total number on learnerships does not exactly tally with specific figures per programme and college due to empty fields in the WCED records.

[2] These figures are for January and may not reflect more recent information given for each college in previous sub-sections.

This table, imperfect though it is, highlights the wide range of learnerships that are already on offer in the public FET colleges of the Western Cape. 16 out of 25 SETAs were already

engaged with the colleges by January 2004. Colleges report that they have begun discussions with four other SETAs: HWSETA, SETASA, BANKSETA and CTFL.

The largest number of students were involved in learnerships with FOODBEV (453), followed by CETA (315), THETA (271) and MERSETA (265), all mature sectors with traditional strengths in the province. However, ISETT, for instance, has only 45 learnerships based in public FET colleges, perhaps reflecting the particular private provider strength in this field. Of those not mentioned, perhaps the most surprising absences are INSETA and TETA, given the importance of insurance and transport in the province.

5. THE CONTRIBUTION OF THE FORMER TECHNIKON SECTOR TO NQF LEVEL 5 PROGRAMMES

The technikon sector (recently restructured into universities of technology) emerged in the late 1960s out of the technical college sector in response to the perceived need for higher level technician and technologist skills. In the 35 year process of moving from being integral parts of colleges to becoming universities of technology, it appears that the technikon sector experienced considerable academic drift. Thus, by 2002, only 1 794 students (less than 1% of enrolments) were located in National Certificate programmes nationally. In the Western Cape, this absence was reflected in a total of only 86 enrolments at National Certificate level, all of them at Peninsula Technikon. However, where the Western Cape was heavily engaged in providing intermediate skills through the technikons was at the National Diploma level. 81% of enrolments in the Western Cape were at this level, comprising 18 768 learners. This is significant relative to national trends, where there has been a shift towards the B Tech, with 31% of national enrolments as opposed to the Western Cape's 17%. Thus, the technikons were at this point still an important player in delivery at NQF level 5.

In line with the national trend, the most common programmes of study fall under the general business, commerce and management field. However, here the Western Cape had a lower proportion of learners than the national average having only 32% of learners in this field by headcount, as opposed to 56% nationally. In contrast, the Western Cape had twice the national average proportion of engineering students (24%).

As with the public college sector it is evident that the majority of learners were located in the two main general-vocational streams, although there appears to have been a longer tradition of diversification in the technikon sector. The provincial peculiarities regarding the engineering-commerce mix are intriguing but cannot be authoritatively explained with the available data. The data on learnerships in the technikon sector in the Western Cape is harder to collate than that for colleges. However, it is possible to highlight some initiatives, whilst noting that these may not be exhaustive of all activities of this kind.

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Cape Technikon has a five-year agreement with THETA across all sub-sectors of tourism and hospitality with a view to establishing a range of learnerships. It has also been involved with W&RSETA in programme development for levels 2, 4 and 5.

Peninsula Technikon has initiated the development of a water purification learnership with LGWSETA. It is also working closely with CTFL in a relationship that originally began with the Clothing Industry Training Board. At present Peninsula Technikon is delivering programmes at levels 2 and 3. The technikon and the SETA are developing a Centre of Excellence in Clothing and Textiles.

However, it should also be noted that the Council of Technikon Principals did express concerns to the Department of Labour early in the development of learnerships regarding the danger that such programmes would displace traditional technikon students from work placements in industry, given the incentives for employing those on learnerships. Thus, it is important to realise that the learnership-technikon relationship is not entirely positive.

6. THE FET AND INTERMEDIATE LEVEL AGRICULTURAL CURRICULUM OPPORTUNITIES IN PUBLIC EDUCATION INSTITUTIONS⁴

Agriculture is structured into the curriculum in different ways in different institutions in the Western Cape. In summary a learner can be exposed to the agricultural curriculum where:

- Agricultural Science (Higher Grade or Standard Grade) is offered as a stand alone subject choice in the FET band in an ordinary public high school

⁴ This section was prepared by Fabian Arends and Andrew Paterson.

- Agricultural Science (Higher Grade or Standard Grade) and Applied Agricultural Science (Standard Grade only) are offered in combination in a special Agricultural High School together with other subjects in the FET band
- An agricultural science curriculum is offered at a College of Agriculture leading to the award of a three year Higher Certificate in Agriculture or a two year Diploma in Agriculture.

This overview will briefly introduce the reader to the size and shape of the three different forms in which agriculture is offered in post-GET public learning environments in the Western Cape.

6.1. Ordinary high schools offering Agricultural Science as a subject choice

It is immediately apparent that the Western Cape schooling system has a comparatively low proportion of schools where Agricultural Science is offered as a subject (Table 1). Only Gauteng which is a predominantly urban population has a smaller proportion of schools offering Agricultural Science. The distribution of schools offering Agricultural Science is to some extent a product of the homelands system, with the result that the provinces containing former homelands territories contain the highest number of schools that offer Agricultural Science.

Table 1: Schools offering Agricultural Science as a Subject in the Senior Certificate Examinations, 2003

Province	Number of centres offering Agricultural Science as a Senior Certificate Examinations (SCE) subject				All SCE Centres	Agricultural Science centres as a percentage of all SCE centres
	Both HG an SG	HG	SG	Total		
EASTERN CAPE	223	4	358	585	910	64.3
FREE STATE	31	1	32	64	337	19.0
GAUTENG	7	1	8	16	640	2.5
KWAZULU-NATAL	288	54	121	463	1,483	31.2
LIMPOPO	395	54	611	1,060	1,373	77.2
MPUMALANGA	66	2	159	227	415	54.7
NORTH WEST	62	4	113	179	389	46.0
NORTHERN CAPE	6	0	7	13	105	12.4
WESTERN CAPE	19	2	17	38	383	9.9
NATIONAL	1,097	122	1,426	2,645	6,035	43.8

Source: Department of Education 2003

Within the 38 schools offering Agricultural Science to Senior Certificate level, there is a relatively small average number of learners per school in the Western Cape province. The average number of learners per school who enrolled was 35 in 2003, dropping to an average pass rate of just over twenty (21.3) per school. In effect the number of learners completing Agricultural Science is small, and based mainly on the Standard Grade syllabus. The Western Cape had the third lowest pass rate of Agricultural Science candidates nationally, which at 62.9% is well below the national pass rate of 74.4%. The cause of this situation is undoubtedly complex, and deserves further analysis.

The key problems experienced where Agricultural Science is taught as a stand alone subject are: that it is presented purely as a theoretical subject, and learners tend to see it as a soft option.

Table 2: Senior Certificate Agricultural Science Candidates per province (HG & SG), 2003

Province Name	Total Entered	Total Wrote	Total Passed	Subject Pass Percentage
EASTERN CAPE	20,303	19,129	13,199	69.0
FREE STATE	1,047	1,015	723	71.2
GAUTENG	269	263	131	49.8
KWAZULU-NATAL	12,414	11,849	9,241	78.0
LIMPOPO	30,733	30,068	24,813	82.5
MPUMALANGA	10,767	10,380	7,301	70.3
NORTH WEST	6,775	6,593	3,702	56.2
NORTHERN CAPE	227	225	191	84.9
WESTERN CAPE	1,353	1,289	811	62.9
TOTAL	83,888	80,811	60,112	74.4

Source: Department of Education 2003

6.2 Special Agricultural Schools

There is a small category of 47 special Agricultural High Schools in South Africa. These schools usually have a balanced economic farming unit (a working farm) which provides sufficient agronomic and livestock material for demonstrations and training purposes (Agricultural Digest 2000/2001). It is compulsory for learners to take Agricultural Science as a subject on either the Standard or the Higher Grade and also to take Applied Agricultural Science which is offered only on the Standard Grade. The agricultural focus does not disadvantage learners in terms of post FET career or study choices. In most of these Agricultural High Schools, the choice of subjects is wide enough to enable scholars to obtain a university entrance exemption.

The Western Cape has three specialist Agricultural High Schools, with a total enrolment of 175 learners. These schools provide a better balanced experience of agricultural science to learners in which agricultural theory is linked to practice in a working farm environment, but the institutional cost of providing this experience will be significant.

Table 3: Special Agricultural High Schools in the Western Cape, 2003

Special Agricultural High Schools	Location	Learners enrolled
Boland Agricultural High School	Windmeul	65
Oakdale Agricultural High School	Riverdale	66
Augsburg Agricultural Gymnasium	Clanwilliam	44

Total number of learners enrolled	175
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Source: Department of Education 2003

6.3 Colleges of Agriculture

The Western Cape has only one agricultural college, which falls under the Western Cape Department of Agriculture. The current responsibility for Agricultural Colleges lies with the national or provincial Departments of Agriculture, but Agriculture is in negotiation with the Department of Education with the view to transferring the Colleges into the responsibility of the Department of Education.

Elsenburg College of Agriculture is the only institution of its kind in the Western Cape Province. The College offers advanced agricultural training in the form of Certificate, Higher Certificate and Diploma in Agriculture programmes in various disciplines. Training is aimed at the needs of a broad spectrum of target groups, namely prospective and practising emergent and commercial farmers, and agriculturalists such as extension officers and farmworkers.

There are agricultural development centres linked to Elsenburg College situated at Oudtshoorn, George, Vredendal and Moorreesburg. Research is aimed at solving industry related problems and developing plant production (small grain, pastures and alternative crops), and the animal production industries (small stock, dairy cattly, pigs, ostriches and aquaculture).

The student enrolment at Elsenberg for the period 1999 to 2002 ranged between 280 and 240 students and appears in the four year period to be reasonably stable (Table 4).

Table 4: Enrolment at Elsenburg College, 1999 – 2002

	Enrolment				Total growth over previous year		
	1999	2000	2001	2002	1999-2000	2000-2001	2001-2002
1st-year	142	112	112	123	-21.1%	0.0%	9.8%
2nd-year	117	112	112	110	-4.3%	0.0%	-1.8%
3rd-year	21	16	22	31	-23.8%	37.5%	40.9%
Total	280	240	246	264	-14.3%	2.5%	7.3%

Source: Personal communication, Dr A Van Niekerk, Association of Principals of Agricultural Colleges.

There is a noticeably sharp drop in student numbers after the second academic year (Table 4). This drop seems to be related to the length of the two programmes which are: a two-year Higher Certificate that has been accredited by the Certification Council for Technikon Education (SERTEC) and a three year Diploma in Agriculture course (within which the

Higher Certificate constitutes the first two years of study), which is also accredited by SERTEC and recognised nationally. From the data, it is evident that more or less a third of the students who completed the Higher Certificate continued to complete the Diploma in Agriculture. The number of students who completed either the Higher Certificate or the Diploma in Agriculture at Elsenburg College rose from 66 to 91 between 1999 and 2002.

Table 5: Qualifications obtained at Elsenburg College, 1999 – 2002

	1999	2000	2001	2002
Higher Certificate	51	58	67	62
Diploma	15	12	20	29
Total	66	70	87	91

Source: Personal communication, Dr A Van Niekerk, Association of Principals of Agricultural Colleges.

The Western Cape's share of the national total of graduates of Colleges of Education was 5% and 8% for a Diploma in Agriculture for the years 2001 and 2002 respectively, and 27% and 24% for a Higher Certificate for the same period (Table 6).

Table 6: Qualifications obtained by province, 1999 – 2002

Province	Number of Colleges	1999		2000		2001		2002	
		Diploma	HC	Diploma	HC	Diploma	HC	Diploma	HC
		%	%	%	%	%	%	%	%
Eastern Cape	2	26	13	25	6	21	10	24	8
Free State	1	4	10	2	6	1	6	1	6
KZN	2	14	20	16	33	11	14	11	22
Limpopo	2	19	0	21	0	29	0	30	0
Mpumalanga	1	10	19	9	16	9	13	14	15
North West	2	23	22	24	19	24	29	12	24
Western Cape	1	4	16	3	20	5	27	8	24
Total	11	100	100	100	100	100	100	100	100

Source: Personal communication, Dr A Van Niekerk, Association of Principals of Agricultural Colleges.

6.4 Summary

This brief overview shows that the Western Cape Province has a relatively small output of individuals with experience of agricultural education offered at the FET and intermediate skills levels in public institutions. The total number of individuals:

- completing agriculture as a Senior Certificate subject was 881 in 2003
- completing a Senior Certificate with compulsory Agricultural Science and Applied Agricultural Science was approximately 175 in 2003
- completing either a Higher Certificate or a Diploma in Agriculture was 91 in 2002

In crude terms, this amounts to approximately 1150 people in the 2002/03 year. We may ask: to what extent does this output of graduates match the intermediate skills needs in the Western Cape agricultural sector? This is an easier question to pose than to answer for several reasons:

- First, the potential for learners completing Agricultural Science at Senior Certificate level to enter agricultural occupations is tenuous, since the subject is usually taught without any practise based component. Nevertheless, Agricultural Science need not necessarily be presented as a vocational subject within the FET level, but this is a matter of policy debate. Furthermore, the national numbers of learners who enrol for Agricultural Science and who also enrol for Mathematics and Physical Science in Grade 12 is low. Therefore, the proportions of high school learners who can convert an interest in Agricultural Science into a Agricultural degree choice is limited.
- Second, it is only in the specialist Agricultural High Schools and the Agricultural Colleges where the subject incorporates a strong vocational backbone. There are however important related curriculum issues, around the extent to which the programmes on offer are oriented to skills and knowledge needed in growth agricultural sub-sectors of the Western Cape (eg: wine).
- Third, the demand for skills in the agricultural sector is strongly influenced by the ongoing impact of technology which can have a dual effect of forcing losses among low skill occupations and skills shortages in intermediate and high skills.
- Fourth, the analysis presented here needs to be informed by information about other forms of training opportunities in the intermediate skills level that may be provided by employers or agricultural extension officers in the private or public sectors. Agricultural extension services provided by the public sector have waned over the past decade. More important in the Western Cape will be to what extent enterprises working in the primary and especially the secondary agriculture sectors provide workplace training. An allied question concerns the extent to which employers in any way consider job applicants who have Senior Certificate Agriculture to be more employable than those that do not.
- Fifth, human resource development questions in the field of agriculture are also complicated by patterns of rural-urban migration and circulation that are both intra and trans-provincial in nature.

7. THE ROLE OF PRIVATE PROVISION AT THE INTERMEDIATE LEVEL

In this section we draw off an analysis of the Department of Education's provisional registration data from 2001 (DoE 2001b) and a subsequent survey by the HSRC in 2002 (Akoojee 2003). In each of these studies, the data is derived from those who chose to participate in the pre-registration exercise. The total size of the sector is not known.

Moreover, those choosing to pre-register are likely to be members of associations of private providers and willing to countenance inspection by the state. Therefore, they are not necessarily representative of private provision as a whole. Nonetheless, for the purpose of this chapter, it is necessary to proceed as if the DoE and HSRC data is representative.

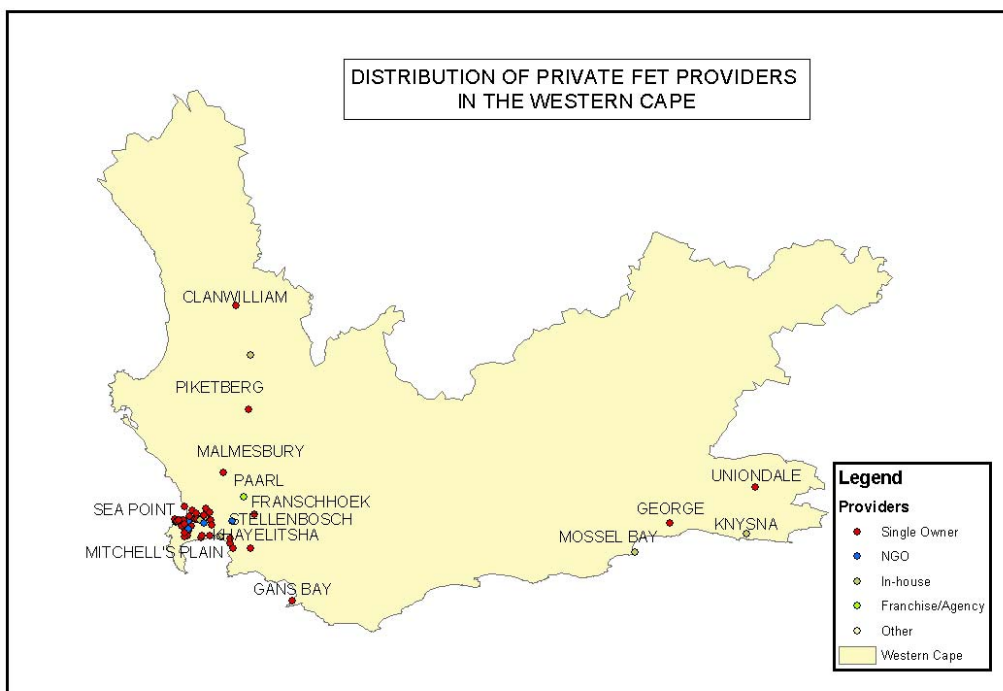
The Western Cape had the third highest proportion of private FET provision sites (13%), after Gauteng (27%) and KwaZulu-Natal (22%). It also was home to the third highest proportion of head offices of private training providers. Like Gauteng, it had very few NGO providers, rather being focused on for-profit provision to an urban clientele.

The HSRC survey gives the total headcount enrolment in the Province for 2001 of 11 874, 5,6% of total national headcount. If we extrapolate from the total HSRC national headcount to that of the DoE survey, this would give an estimated provincial figure of approximately 41 500. It is important to note, however, that this headcount figure is not comparable to the FTE figure given for public providers as the majority of those in private programmes are in shorter courses than are typical in the public system. Nationally, 46% of provision lasted less than a month; 16% a year or more. Moreover, further analysis of the level of provision indicates that 60% of learning taking place in these FET level pre-registered providers in the Western Cape was actually at GET level.

The range of programmes on offer in 2001 largely reflected the national and international trend for private provision to concentrate on business, ICT and education programmes. However it can be noted positively that the Western Cape had more programmes in SAQA field 1 (agriculture and nature conservation) than any other province, reflecting to some extent the importance of that sector in the province. However, it is striking that the Western Cape was under-represented in the already small area of manufacturing and engineering related programmes (SAQA field 6) where it was only the fifth province in terms of programmes on offer.

Figure 2: Distribution of Private FET Providers in the Western Cape⁵

⁵ Map generated from DoE database by Fabian Arends.



The map of private FET provision in the Western Cape above (Figure 2) shows a fairly typical picture for private provision: namely, that is highly concentrated in and around the major metropolitan area. The map shows that in the areas covered by West Coast and South Cape colleges there are few private providers. Indeed, the map highlights a huge gap in the interior of the province. This is an area that South Cape College, for one, is seeking increasingly to serve. It is far less likely that private providers will feel inclined to enter into such areas. It is also noticeable that the province appears to have no NGO providers outside the Cape Town–Stellenbosch area. If true, this would necessarily raise questions about the potential for this sub-sector to contribute to issues such as rural development.

Strikingly, only 25% of learners in the private FET sector in the Western Cape in 2001 were female, as opposed to a 43% nationally. The province also is remarkable for the low levels of African learners in the system – only 17% as opposed to a national average of 73%. Thus, private provision was far worse in equity terms than public. The Western Cape's private FET sector also catered very little for pre-employed (5% as opposed to a national average of 18%) or unemployed learners (3% versus 23%). Employed learners were also likely to be older than the national average, 73% of them being over 25, as opposed to a national average of 58%. Overall, the learner profile was predominantly male (75%), coloured (73%), over-25 (73%) and employed (92%). Staffing also showed the second highest proportion of whites (50%). Taken with a large coloured and small Indian complement, this led to the province also having the smallest proportion of African staff of any province (11% - against a national average of 46%).

This brief quantitative overview suggests that there may be a limited role for private FET provision in the Western Cape with respect to meeting the provincial growth and development goals. Although the sector appears to be a useful contributor to the upskilling of the already employed within the province, there is little to indicate that it is attuned to either growth or equity strands of the provincial strategy, especially where this has a rural dimension.

8. ENTERPRISE TRAINING IN THE WESTERN CAPE – EVIDENCE FROM THE NATIONAL SKILLS SURVEY 2003

This section draws off a provincial disaggregation of data collected for the National Skills Survey 2003 (Paterson, McGrath and Badroodien 2004), a national survey of skills practices in small, medium and large enterprises. It is important to note that the original survey was not designed for a provincial focus. Nor did it particularly address intermediate skills. Nonetheless, some useful analysis can be drawn from the 23% of the overall returns that were from the Western Cape.

8.1. Skills needs

Respondents were asked to indicate the extent to which they considered the occupations to need skills upgrading in a range from 'not at all' (1) to 'to a large extent' (5). It is clear that enterprises in the Western Cape do not necessarily feel that there is any particular occupational category that needs skills upgrading to a great extent, since the cumulative ratings are all below the mid-point of 3. Nevertheless, the occupations which are recognised as having the strongest need for skills upgrading are 'plant and machine operators' and 'agricultural and fishery workers'. Both of these occupational categories will have large proportions of intermediate skills levels occupations within them, and relate to priority areas in the Western Cape.

Respondents were also asked to indicate the extent to which they considered particular skills to be underdeveloped or lacking. Again, no skill was identified as particularly lacking by enterprises in the Western Cape.

8.2. Factors causing enterprises to increase training in the 2003/4 financial year

There are encouraging signs that enterprises see 'increase in demand for products/services' and 'productivity targets' as factors that will raise their training activities (Table 2). Both

factors suggest that enterprises in the Western Cape see prospects for growth. The third equally ranked factor identified was 'technology change'. However, there is of course the concern that changes in technology may be leading to job losses at the same time as leading to training for those remaining in employment.

Table 2: Factors causing establishments to increase training in the 2003/4 year by establishment size in the Western Cape

	Small (11-50)	Medium (51-100)	Large (100+)	Total
Delays in developing new products / services	2.1	2.3	1.8	2.1
Employee expectations	2.6	3.2	3.3	2.8
Employee turn-over	2.0	2.4	2.8	2.2
Increase in demand for products / services	3.0	3.3	3.0	3.1
Increased competition	2.7	3.1	3.2	2.9
Levels of employee illness	1.8	2.0	1.9	1.8
New labour legislation	2.5	2.9	2.7	2.7
Organisational restructuring	2.3	2.9	2.7	2.5
Productivity targets	2.9	3.5	3.4	3.1
Quality standards and customer service objectives	3.2	3.9	3.8	3.5
SETA initiatives	2.3	2.9	2.9	2.6
Technology change	3.0	3.3	3.3	3.1
Trade union initiatives	1.6	1.9	1.8	1.7
Waste reduction	2.5	2.5	2.4	2.5
Other	1.0	0.0	0.5	1.2

National Skills Survey 2003 (Paterson, McGrath and Badroodien 2004)

8.3. Training delivery modes

There is major reliance on 'on the job' training and 'in-house courses by own staff' and relatively little focus on learnerships or apprenticeships. Indeed, these were reported as the least common training modes. However, when asked about their intentions regarding offering learnerships, employers in the province were far more positive. 56% expected to initiate 18.1 learnerships during 2003/4 and 41% 18.2 learnerships. There is obviously a gap between intentions and practice, but these figures suggest that there is a positive feeling about learnerships amongst employers. This may be amenable to interventions by both SETAs and providers, such as the province.

8.4. Training according to standards

A low proportion of employees trained in the Western Cape were trained in accordance with local or international standards: only 16% (Table 3). Within this percentage, roughly one quarter of qualifications (25%) were based on NQF standards. This means that only 4% of all training in the province taking place in 2002/3 was NQF-aligned. Surprisingly, it was amongst smaller firms that the use of NQF-aligned qualifications was highest.

Table 3: Permanent employees participating in training in accordance with training standards by enterprise size (%) in the Western Cape 2002/03

	SAQA /NQF	Other nationally recognised standards	ISO 9000	Other internationally recognised standards	Total	Total trained to standards as a % of all employees trained
Small (11-50)	32.8	35.7	3.8	27.7	100	18.3
Medium (51-100)	22.6	35.3	27.5	14.7	100	10.8
Large (100+)	24.8	26.3	34.5	14.4	100	19.2
Total	25.2	29.7	29.0	16.1	100	16.1

National Skills Survey 2003 (Paterson, McGrath and Badroodien 2004)

8.5. Findings from the National Skills Survey 2003 as a whole

The provincial disaggregation highlights certain issues about skills development in the Western Cape, namely that there are no major skills crises being reported from this data; that most training is informal; that very little of it is NQF-aligned, but that there are signs of a quality imperative driving training and an interest in learnerships. Looking at the national dataset provides some other, tentative, conclusions.

The national data paints a picture in which South Africa is neither particularly strong nor weak in terms of expenditure on training or participation rates. More worryingly, it shows little progress towards high performance workplace practices and very uneven, but largely unsatisfactory, performance on equity. Employer perceptions of SETAs are neither particularly good nor bad but there are clear problems with delivery to smaller enterprises in many cases. Inevitably, there are size effects in the findings, with larger firms training more and being better linked into the national skills system. However, these size effects are strikingly smaller than inter-SETA variations in training practices.

9. ENTERPRISE TRAINING IN THE WESTERN CAPE – EVIDENCE FROM A PROVINCIAL STUDY OF SETAS

The National Survey 2003 revealed that workbased training, as seen from the viewpoint of employers, is still not a major priority, and in consequence, what does take place is largely not accredited or standardized, and is not yet reaching large numbers of the employed. It revealed glimmers of potential in the Western Cape, in employers' expressed willingness to support learnerships and skills programmes in the future.

An alternative perspective on workbased learning is available from the government established Sector Education and Training Authorities (SETAs) operating to co-ordinate and drive skills development in the province. A recent baseline study of the activity of SETAs in

the Western Cape specifically was commissioned by the Department of Economic Development and Tourism, in association with the FET Directorate of the WCED, and the Department of Labour, Western Cape. The aim of the study was to fill an information gap, in that SETAs operate in terms of national economic sectors, but skills provision takes place in provincial sites of learning. The study prepared a database on the provincial programmes of the SETAs, in the form of a set of 'fact sheets' setting out provincial skills priorities and provision against national and provincial sector profiles. It is important to have a sense of the work of SETAs on a provincial basis, to inform provincial strategies.

9.1 Current provision in the Western Cape

Table 9.1, while long and detailed, provides critical data to give an overview of current provincial provision. The first two columns reflect the reported numbers currently involved in learnerships (which includes those registered for apprenticeships) and for skills programmes. The final column reflects the projects registered and their proposed coverage, for each SETA.

Table 9.1. SETA based skills development in the Western Cape

SETA	LEARNERSHIPS	SKILLS PROGRAMMES	PROJECTS & NUMBER OF LEARNERS IN EACH
BANK	Finalising funding for learnerships	No information	Youth development through Learnership (no figures available) Micro Finance Skills Project (no figures available)
CHIETA	132 learners (57 employed, 75 unemployed)	93 learners	PROTEC proj: place 1000 Technikon students in companies HIV/AIDS proj: 10 employees SMME support proj: 51 employees SET proj: 30 learners bridging prog Medical Sales Rep: 15 black women ABET proj: 353 learners Oil,Gas: 1000 learners in maths/science
CTFL	1576 learners	No figures available	ABET: 3000 nationally Bursary Prog: 40 available ETDP Proj: 71 learners SMME Cluster proj: 641 learners
CETA	872 learners 11 apprentices	100 learners	EPWP: 180 LEARNERS IKWELo: 240 learners
DIDTETA	Converting 76 apprenticeships to 48 learnerships	No information	National Military Veterans Project: skills audit as basis for training To develop black professionals : 680 learners (national) Strategic Leadership Dev prog: 151 learners (national)
ESETA	37 learners currently, also 23 on apprenticeships	103 completed	
ETDP	411 learners (March 2004)	No information available	Sakhisizwe: 185

Source: Western Cape Department of Economic Development and Tourism September 2004

There is considerable variation between SETAs, but it is noticeable that few are providing significant numbers of learnerships in the province at present. There is however, a range of innovative projects at various levels, which it is hoped will be effective in future. To take one SETA key to provincial priorities as an example, the Manufacturing Engineering and Related Services SETA, MERSETA. Key skills development areas identified in the province are tooling and manufacturing, fabrication (welders and boilermakers for oil and gas developments), and qualified artisans for a range of motor and metals occupations such as spray painter or die-maker. A range of provincial partnerships have been set up in the province, such as forums of labour, employer representatives and training providers, and a representative Regional Committee that approves the provincial implementation of national projects. The SETA has established partnerships with all six FET colleges in the province, to administer learnerships (in the form of portfolios of evidence, monitoring of training and assessments) and with the two technikons in relation to experiential training. There are other links with the Cape Chamber of Industries, trade unions, skills centres, youth and provincial skills development structures. Current projects include a SEIFSA project for placing 200 unemployed learners on learnerships from level 2-4 in the artisanal areas of Tool Jig and Die Maker, Fitter, Fitter and Turner, Turner, Welder and Boilermaker. Planned projects include a learnership project with the Boating Association of South Africa, and with the Tool Making Association. Such projects need time to mature and develop to accommodate a larger scale of employed and unemployed learners.

9.2 Progress in meeting learnership targets

Table 9.2 below provides a sense of the task ahead, to promote learnership programmes. It sets out national and provincial targets, and a sample of current provision, to give an indication of scale. The many data gaps illustrates the difficulty, and the necessity, of gathering comprehensive data for planning purposes.

Targets largely remain national, and seven SETAs do not intend to set provincial targets, while four have yet to do so. Significant numbers of learnerships have only been targeted by DIDGETA (diplomatic SETA), MERSETA and to a lesser extent, PSETA (public sector SETA). Targets for the remaining SETAs are within the range of 74 to 470, many for the unemployed. A sample of learnerships that have been set up again shows that the majority has very small numbers involved.

The learnerships data largely confirms the concern of the Minister of Labour about the efficacy and performance of SETAs, and the slow pace in meeting the target of 72 000 learnerships by 2004.

Table 9.2. NPGDS / PGDS Learnership Targets November 2003

SETA	National target	Provincial target	Learnerships in the province, a sample
PSETA	10 000	1 000	0
MERSETA	8 831	2 838 (838 unemployed)	NQF L2: 145 employed, 29 unemployed NQF L3: 7 employed
DIDTETA	8 600	2 150 unemployed youth, 1 800 employed & unemployed	
THETA	8 000	215 (unemployed 205 employed 10)	
MQA	7 340	Provincial targets are not to be identified	
ETDP	5 000	Provincial targets are not yet identified	
SERVICES	4 148	Provincial targets are not yet identified	NQF L1: 80 employed, 80 unemployed NQF L2: 1 employed, 27 unemployed NQF L3 : 38 employed, 132 unemployed NQF L4 : 67 employed, 262 unemployed NQF L5 : 70 employed, 118 unemployed
TETA	2 250	313 unemployed	
CETA	2 174	206 (employed and unemployed)	NQF L1: 75 employed NQF L2: 2 employed NQF L3: 13 employed
HWSETA	2 000	479 (employed 100, unemployed 379)	
W&RSETA	2 000	Provincial targets are not to be identified	
ISETT	1 500	Provincial targets not yet identified	NQF L4: 12 employed, 289 unemployed, NQF L5: 12 unemployed
CHIETA	1 466	367 (estimate)	
FOODBEV	1 200	360 (estimate)	
FASSET	1 200	Provincial targets are not to be identified	
CTFL	1 080	Provincial targets are not yet identified	2003: NQF L2: 540 employed, 76 unemployed 2004: 418 employed, 2050 unemployed
BANK	1 050	Provincial targets are not to be identified	
PAETA	1 000	96 (no indication if employed or	

		unemployed)	
FIETA	825	Unavailable	
ESETA	782	Provincial targets are not to be identified	
LGWSETA	670	74 unemployed	NQF L1: 750 employed NQF L2: 200 employed, 40 unemployed NQF L4: 200 employed, 20 unemployed
MAPPP	653	163 unemployed	NQF L4: 18 employed, 1 unemp NQF L5: 10 employed, 43 unemployed
SETASA	489	Provincial targets are not to be identified	
INSETA	350	140 (estimate)	NQF L2: 17 unemployed NQF L3: 2 employed, 9 unemp, NQF L4: 153 employed, 28 unemployed
POSLEC	300	Provincial targets are not to be identified	
TOTAL	72 908		

Source: Western Cape Department of Economic Development and Tourism 2004

9.3 Constraints impacting on the work of SETAs

The SETAs themselves have identified constraints and challenges for their work in the province, which will be useful to inform future engagement to improve the situation. These can be organized into four areas of concern:

1. **Constraints related to employers and the nature of the workplace.** The major concern was a lack of buy-in on the part of employers, and lack of willingness to host learnerships. The majority of workplaces are SMMEs, but they experience specific problems to participate in learnerships – trainees leave on completion of the programme, businesses have to close during training, workplaces do not have all the requirements such as assessors, mentors and quality assurance systems, and the administration is time consuming.
2. **Constraints related to learners.** Some sectors have an extremely low skills base with a huge need for ABET across many occupational categories, which makes learnership implementation difficult. Identifying learners was often difficult, as was placing them at the appropriate level. Mentors are often not available to assist learners, which is related to dropout. There were reports that employed learners were threatened by unemployed learners being taken on, increasing reluctance to

leave work stations for training. Taking time for training in general was often difficult to juggle with work schedules. The language of learning materials often tends to be English, which is inappropriate.

3. **Constraints related to the training itself.** There is a huge need for accredited and suitable providers. Providers tend to be based in urban areas and the accreditation process is costly and slow. There is reluctance to develop materials, leading to greater reliance on the SETAs themselves. Providers are not clear on their role in relation to the workplace. Incentives to workplace providers to implement learnerships are inadequate. Public providers are slow in adjusting to the new skills development framework, and have a poor relationship with private providers.
4. **Constraints related to policy and planning environment.** SETAs reported a poor understanding and grasp of the new education and training policy environment. Employers, providers and learners do not adequately understand the concept of the NQF or learnerships, for example. Planning is hampered because many SETAs do not have provincial offices, and in fact, only eleven do. There is little co-ordination or linkage between SETAs especially in relation to quality assurance. Insufficient funding of SETAs themselves means that often, they cannot employ sufficient staff to perform all their functions adequately, especially monitoring learnership implementation.

These constraints suggest a huge need for advocacy and capacity building of providers and workplaces, and of some SETAs themselves.

10. POLICY INTERVENTIONS REQUIRED AT THE INTERMEDIATE SKILLS LEVEL – TOWARDS A STRATEGIC SYNTHESIS

This concluding section seeks to outline some of the possible interventions that the Western Cape Government needs to consider when seeking to further strengthen the provincial system of intermediate skills development. These are organising under two broad headings. First, I will consider how intermediate skills development interacts with key themes of national and provincial development strategies. Second, I will consider some of the key challenges for intermediate skills that arise out of an exploration of the dynamics in the field of human resources development.

10.1. The relationship between intermediate skills development and overall national and provincial priorities

The future of intermediate skills development in the Western Cape must first be located within the overall national development vision of South Africa. This requires that attention be given to how intermediate skills development can assist in

- halving unemployment (by 2014);
- halving poverty (by 2014);
- achieving broad-based black economic empowerment; and
- improving employment equity.

For the provincial Human Resources and Skills Development Strategy to be successful it must address the overall provincial strategy for growth and development. In the case of intermediate skills development it will, therefore, be necessary to support employment growth in the sectors identified by the province. However, given the traditional focus of public providers and the historic distribution of employment in the Western Cape, it will also be important that such providers continue to generate new skills and workers for mature sectors such as commerce.

One further challenge relates to the construction sector. Here there has been widespread talk of a serious skills shortage. However, the sector seems to have locked itself into a low skills equilibrium in which sub-contracting and intense competition on price rather than quality undermines capacity to build the skills that the sector sees are necessary for future delivery on major infrastructure projects. Without a change in the sector's mode of work organisation, it is hard to see how intermediate skills providers can play much of a role in addressing the apparent sectoral skills shortage.

In supporting economic growth, the intermediate skills sector will also need to pay attention to a series of key challenges that flow from the national and provincial visions. These include:

- youth unemployment, particularly amongst Africans;
- the skills needs of women, people with disabilities and rural communities; and
- SMME and entrepreneurship development.

10.1.1. The role of intermediate skills development in reducing youth unemployment

Although unemployment on both the narrow and broad definitions is much lower than the national average in the Western Cape, it is still serious, the broad definition standing at 23% in 2002 (WCPT 2003). Nationally and provincially, there is a strong concentration of unemployment amongst young South Africans. Provincial data suggests that 82% of the unemployed are under 40 (WCPT 2003). Whilst lack of education is an important factor in the high level of youth unemployment, it is not the sole explanation. More than 30% of the unemployed youth have successfully completed their education to at least further education and training certificate level.

Depending on national and provincial strategies for the appropriate positioning of FET colleges, it is likely that these public providers will be expected to address the youth unemployment issue through a focus on one or both of two groups of those exiting the school system. Nationally, the bulk of college entrants have already completed the schooling component of the FET band. However, the Western Cape has a particular pronounced problem of learners dropping out from school after Grade 8, which could encourage a shift of the focus of the college sector more into the provision of learning opportunities for younger students, probably with a GET Certificate. For both groups, the focus of colleges is primarily on building on their existing competencies and making them more labour market relevant. However, a focus on younger, less educated and less mature learners would inevitably have particular consequences for the type of learning and student support that take place in colleges. It would also be likely to have a negative effect on the already poor state of work placement during programmes and on labour market outcomes at the end of programmes. Typically, programmes aimed at this younger, “drop out” clientele have tended to be seen as even lower status than traditional college offerings and weakly linked to competitiveness strategies.

Public providers of intermediate skills can do more to enhance the employability of their graduates through offering a higher quality model of learning (see below) but they can do little to drive a provincial employment and growth strategy unless other factors are also in place and encouraging a higher demand for intermediate skills, including from the pre-employed youth.

10.1.2. *Equitable access to skills development for target groups and communities*

Provincial levels of inequality are more pronounced than national levels and appear to be worsening. There is evidence at the provincial level of a racial skewing of unemployment, with Africans particularly disadvantaged, even where they have a degree. However, there are much better prospects for female entrants to the labour market as compared to male, although female participation rates are still poor in overall terms. For the 18% of the Western Cape unemployed who are aged over 40, the probability is that they will never find formal employment (WCPT 2003).

Public and private providers in the province are not performing well in terms of equity. The reasons for this need to be addressed if commitments to improved access are not to be simply rhetorical.

10.1.3. *The role of skills development in promoting entrepreneurship and SMMEs*

One of the pillars of economic strategy in the Western Cape is the development of SMMEs and entrepreneurship. SMME development is seen as an important way of building broad-based black empowerment and of reducing unemployment and poverty in the Province. The Province already has a larger proportion of SMMEs and entrepreneurs than the national average. Strikingly, SMMEs in the Western Cape contribute more to provincial turnover than to employment (WCPT 2003).

There has been a tradition of skills development initiatives focusing on entrepreneurship and SMME development in the Province, such as the work done by FEBDEV in the technical colleges in the 1990s. College of Cape Town is currently one of three national pilot sites for the Department of Labour's New Venture Creation Learnership, which seeks to take graduates from 18.2 learnerships (i.e., previously unemployed learners who have now had a first learnership but remain unemployed at the end of their studies) and augment their technical skills with entrepreneurship skills. Other colleges are also embarking on similar programmes.

However, the international evidence points to the need for caution regarding the potential role that intermediate skills providers can play in promoting SMME development, particularly amongst the youth. Successful self-employment (and part of that success is typically seen in employing others) is most likely when a number of factors are in place, including capital, networks and experience. Young college leavers are unlikely to succeed due to the lack of these factors (McGrath & King with Leach & Carr-Hill 1995). Moreover, the international evidence also points to the general weakness of attempts to reorient public providers with a historical focus on formal employment to become effective developers of the skills necessary in self-employment or SMMEs (King and McGrath 2002). These

international notes of caution are reiterated by the Western Cape Provincial Treasury's own *Socio-Economic Review 2003*, which notes that "the Western Cape has a preponderance of non-labour intensive SMMEs and that the poor and unskilled are not often successful entrepreneurs in the province" (WCPT 2003: 73).

This is not to deny the political imperative of addressing youth unemployment (and employment more generally) through attempts at entrepreneurship development. However, it serves to highlight the dangers of expecting too great an impact in terms of sustainable enterprise development from such initiatives.

Where intermediate skills providers may be able to have a more effective and efficient impact is in the development of the skills of those already engaged in SMMEs. In principle, such potential learners are less affected by many of the barriers to sustainability identified above. Moreover, they come with practical experience, focus on particular skills needs and a clearer motivation towards self-employment. However, here too it must be noted that public providers have not been particularly interested in this clientele historically, with some small exceptions. Equally, it is apparent that SETAs have generally been weaker on meeting the needs of such clients than in serving large enterprises.

Provision for such a clientele will require a strong focus on their needs. It will need wherever possible to be practically oriented, affordable and delivered at convenient times and locations. Such delivery will typically be in short skills programmes, although the possibility of learnerships for existing entrepreneurs is worth exploring.

10.2. Challenges inherent in building a high quality provincial system of intermediate skills development

10.2.1. Better articulation within the overall HRD system

HRD systems inevitably bring together a range of disparate actors with their own agendas. Nonetheless, there is a strong case for encouraging a good degree of systemic vision and practical coordination of activities. This is particularly the case in a country such as South Africa where the HRD challenges are so acute.

Many of the challenges in this regard lie primarily at the national level. Both the NQF review process and the drafting of the second National Skills Development Strategy have reinforced the example of the HRD Strategy in seeking to affect a better level of collaboration between the Departments of Education and Labour. However, it is apparent that this process is still in its infancy. The overall direction of public college provision lies with the national DoE and the Western Cape will have to take cognisance of national decisions about

issues such as the funding formula and curricular change. Equally, private providers of intermediate skills are under the jurisdiction of an array of national structures (DoE, SAQA, Umalusi and SETAs). The overall structure of skills development strategy lies with the Department of Labour.

Nonetheless, it is evident that the Western Cape can, and is, taking a pro-active role in engaging with many of these issues. For instance, the WCED has probably been the most dynamic provincial department in building linkages between the public FET colleges and the SETAs. This has been rewarded by relatively large numbers of learnerships. In a related area, the WCED has also tried to move the field of curriculum development forward through the establishment of a College Curriculum Committee. It will be important that the province continues to explore avenues along which it can promote better coordination across education and training.

The province is building a wide portfolio of learnerships and many of these do appear to be well-articulated with issues of local economic development, particularly in the three non-metropolitan colleges. Nonetheless, it will be important that the right choices are made in terms of learnerships. The College Curriculum Committee, set up by WECD, and the Linkages and Programmes Units, supported by DANIDA in Cape Town and South Cape, have the potential to be useful tools for bringing together government, colleges and other stakeholders in making programme decisions.

The importance of such a curricular structure is likely to increase as the DoE moves towards an acceleration of curriculum reform in the public FET college sector in the next year. In this regard, it will be important that the province focuses on what DoE programmes as well as learnerships are in line with provincial needs and aspirations.

10.2.2. Improved responsiveness

Improved responsiveness of public education and training institutions is a mantra of international policy. However, it is essential that the Western Cape develop a sophisticated understanding of and response to this issue. First, the tensions between local, regional, provincial and national economic priorities need to be addressed in programme development.

Cosser et al. (2003) highlight the complexity of responsiveness in the South African public FET college context. Responsiveness is most widely understood in terms of relationships with industry. Thus, the Western Cape trend towards growing numbers of learnerships and short courses can be taken as evidence of responsiveness. Equally, any changes in the

curriculum that move colleges closer to what industry demands would also count as a pro-responsiveness move.

However, even with learnerships the story is not so simple. There is a danger that 18.2 learnerships in particular are not primarily motivated by firm's calculations of their longer-term skills needs but by the desire to be socially responsible or to take advantage of subsidised labour. In a context of high unemployment and poverty, learners are likely to be attracted to any programme on offer, particularly where there is even a small wage to be earned.

This highlights a problem with another dimension of responsiveness: to students and their communities. For many South African students any course is better than none and there are widespread cases of students shifting dramatically from their most preferred option at college to one that they can access due to cost or the availability of places. Moreover, there is a need to avoid a simplistic view of community aspirations. Rural communities in the Western Cape (and they are not simple nor homogenous) may want local development but they may also aspire strongly for their daughters and sons to get a real job in Cape Town.

Equally, there is a danger in the responsiveness dimension of an entrepreneurship focus in colleges. As with rural development, it is unlikely that self-employment straight after college (which will almost inevitably be at the survivalist level) is really aspired to by the majority of those who might find themselves on entrepreneurship-oriented programmes in colleges.

For both rural and enterprise development there is a need to take cognisance of these unpleasant realities. There is also an imperative to look at what public and private FET colleges can do to promote the livelihoods of those who are already engaged in activities in areas such as subsistence agriculture or informal trade, services and production. Here, links with the EPWP may be a useful step in a partial reorientation of an institution's vision.

FET Colleges in the province do appear to have responded to injunctions from policymakers to reduce their delivery of programmes at NQF level 5, although South Cape stands out as remaining a strong player at this level. However, at the same time, the technikons have been given an upward push by higher education policy, for which intermediate skills are low on the agenda. Thus, there is a danger that public provision, rather than converging in level 5, is actually diverging, leaving a gap in the middle. The province faces an important challenge in addressing this area of skills development as a new NQF emerges.

10.2.3. *Equity and access*

There are widespread concerns in the public FET college strategic plans with issues of equity and access. However, these concerns contrast with the latest quantitative data, which suggests that the province is still very weak in terms of African enrolments. Moreover, the province's status as the highest cost provider per FTE also raises concerns about equitable access. Particular attention to issues of quality and access are crucial.

The anecdotal evidence for the presence of a significant number of learners from the Eastern Cape in the public FET colleges sector requires some further exploration. First, there is a case for establishing the size of this population. Second, if this presence is indeed significant, then it may be necessary to consider whether the current system of student support is adequate for the needs of this particular population and, if necessary, how it can be improved.

Making colleges more focused on employability is important but it is not the whole story. There are many, especially in the rural areas of the Western Cape, for whom the acquisition of basic or improved literacy and numeracy will be more important for their quality of life than for their negligible employment possibilities. There has been limited success in developing a new ABET infrastructure nationally and so it becomes worthwhile to consider whether colleges might have a role in supporting ABET further.

10.2.4. *Beyond the public FET colleges*

Although I have focused mainly on the public FET colleges in this chapter, they are only one set of actors amongst public providers of intermediate skills and attention must be paid to the challenge of optimising the mix of public delivery. The recent trends within colleges and technikons in the Western Cape suggest that there may be little overlap of delivery between the two sets of providers once NQF level 5 is split, as is expected. Nonetheless, there remain important challenges in ensuring coherence and progression between the two sets of providers. The possibility for improved movement of learners between the colleges and the Cape Peninsula University of Technology is particularly worthy of attention.

There is some evidence for colleges diversifying into agriculture-related delivery. This necessarily raises questions about the appropriate role of both FET and Elsenburg Agricultural College in this area and the possibilities for partnerships.

Schools remain the largest providers of intermediate skills in the Western Cape. The tendency for FET college provision increasingly to be at FET level highlights the debate about the appropriate entry age and qualifications for the college sector. This inevitably also

relates to provincial and national strategies regarding pathways after the GET Certificate. Schools are also large scale providers of narrower vocational skills in the province, whether through the diversified offerings of “general” schools or through the programmes of specialist schools, such as the three agricultural high schools.

The private FET sector in the Western Cape is the third largest nationally in terms of enrolments. However, it remains relatively limited in its range of programme offerings and is largely serving an employed, coloured, male and mature category of clients in the Cape Town – Boland region. Its role in servicing broader provincial needs, particularly in less populated regions, remains unclear. This is complicated by the fact that regulation of such providers is a national competence. Nonetheless, the sector is important enough to merit a provincial strategy for engagement with it.

The National Skills Survey suggests that much of skills development within the province will continue to take place informally within enterprises. It also highlights the need for caution about the likely spread of the NQF in this area. From the national level data, questions arise about how skills development can be effectively linked with employment equity issues, a current concern for the Department of Labour nationally. What may be important for the province are issues about the articulation between what goes on inside enterprises in terms of training and how both public and private providers in the province can be encouraged to add value to this.

The provincial SETA data highlights the significance of provincial monitoring of national skills development programmes. It demonstrates the unevenness of provision of learnerships and programmes at provincial level, and the pressure to meet national targets. While there are many innovative programmes, the challenge is to deliver on a significant scale to make a greater impact. The SETAs have identified constraints that provide important pointers towards areas of intervention in a very pragmatic manner. A provincial strategy can prioritise these constraints and identify issues where it is the best placed to support provincial SETA work, for instance, campaigns to strengthen employer ‘buy-in’ and willingness to host learnerships.

10.2.5. Building systemic capacity

A successful system for intermediate skills development requires more than better policies and stronger provider institutions. There is a need for capacity to be developed at all levels of the system. For the public FET college system to progress, it will be important that the capacity of the national Public FET College Directorate should be strengthened. The same is true for the Department of Labour, SETAs, Umalusi and SAQA.

The Western Cape probably has the strongest FET College Directorate of all the provinces, partly as a result of its drawing upon the old Provincial and Coloured Affairs administrations. However, there remain further capacity needs even here. One aspect of this capacity need is for a strengthened FET Management Information System (FETMIS) that is accurate, up-to-date and accessible to all relevant stakeholders.

A better coordinated intermediate skills development system for the Western Cape suggests the need for a strengthening of the regional presence of SETAs. SETAs' general unevenness of capacity and performance is exacerbated by an unevenness of regional presence, even where the particular sector is of importance. Good quality provincial level data from SETAs would be of great potential value to provider institutions. However, at present, SETA data is often unreliable or absent, even at the national level. It may be in the interests of the Provincial Government to explore if and how it can intervene in this area.

Better labour market data would allow for better careers information to be disseminated within the school system by the WCED. The Department has already committed itself to an increased investment in careers guidance but this system will be highly dependent on the quality of data it can access and, hence, disseminate.

There is evidence that public colleges' capacity is developing. This can be ascribed to a number of provincial and external interventions. However, there is a need for further attention to this issue. Most interventions must be carefully tailored to the short- to medium-term needs of targeted participants, whether these are council members, CEOs, management staff or lecturers.

Narrowly focused capacity development activities are necessary but not sufficient. With its strong resource of higher education institutions, the Western Cape is well placed to address a high order need for teaching and research that can contribute to the development of the intermediate skills system.

10.2.6. Raising the status of intermediate skills

Particularly in the Anglo-Saxon tradition internationally there has been a problem of low status for intermediate skills and for their key provider institutions. In the Western Cape, there are already attempts to address this issue through the mechanism of the Learning Cape and through the development of an Advocacy and Marketing Strategy for the FET college sector. However, this is likely to be a long-term and complex challenge.

11. CONCLUSION

The Western Cape remains one of the “big three” provinces in terms of its production of intermediate skills. The province was relatively advantaged by the vagaries of Apartheid, which left it with a relatively strong set of institutions; a relatively broad-based tradition of intermediate skills development; and no homeland institutions to absorb.

In its public college sector, it has the advantage of strong enrolments, pass rates and throughput rates in all but one of its colleges. It also has relatively good infrastructure. The colleges of the province are becoming more responsive to the labour market in terms of partnerships (more than any other province) and with a breadth and depth of learnership provision. All college strategic plans show a concern with alignment to provincial economic planning and most, if not all, of the provincial priority sectors are reflected in college plans. Nonetheless, it must be remembered that colleges are still in the early stages on a journey towards transformation into flexible, responsive and high quality providers. They will need continued support in this regard.

The same picture of relative strength but considerable challenges ahead is true also for the other provider groupings at the intermediate skills level. The Provincial Administration has less direct influence on what goes on in universities of technology, workplaces or private providers. Nonetheless, there is scope for strategic engagement with these sectors. The province has shown signs of what can be done through processes such as the *iKapa Elihlumayo* initiative and the *Framework Agreement on Growth and Development in the Western Cape*. The challenge remains to push these initiatives down to the level of implementation in such a way as to make a real difference to the lives of those living in the Western Cape.

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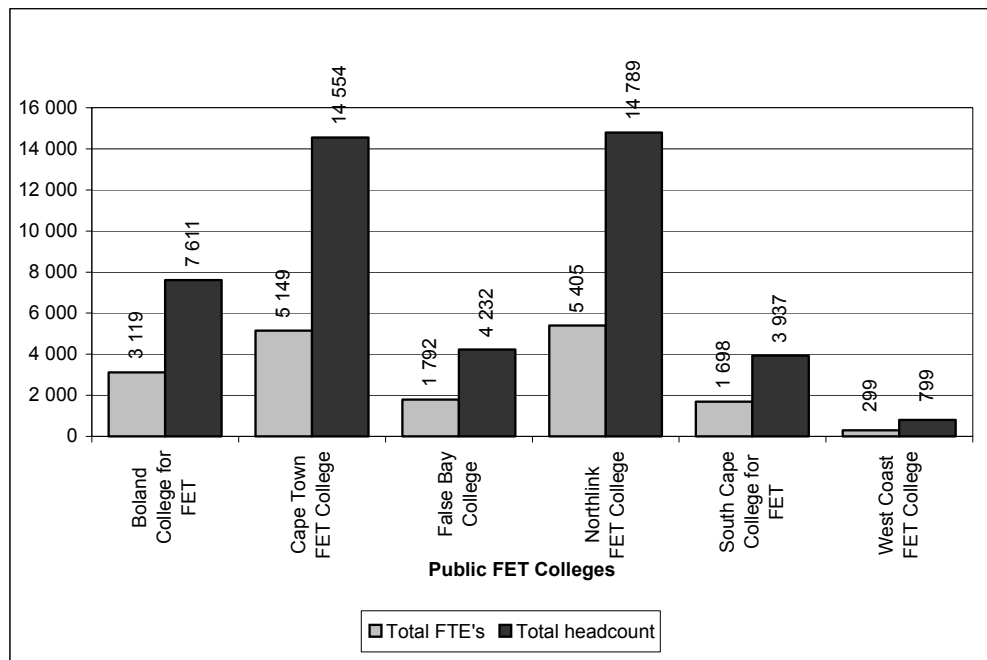
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APPENDIX 1

Table 1: Total FTE's and headcount by FET College -

College	Total FTE's	Total headcount
Boland College for FET	3 119	7 611
Cape Town FET College	5 149	14 554
False Bay College	1 792	4 232
Northlink FET College	5 405	14 789
South Cape College for FET	1 698	3 937
West Coast FET College	299	799
Western Cape	17 463	45 922
National	143 913	406 143

Figure 1: Total number of FTE's and headcounts by FET College – 2002



APPENDIX 2

Table 2.1: FTE enrolments (NATED and NON-NATED), for each vocational field for each FET College – 2002

College	Percentage distribution of all FTE's (NATED and NON-NATED programmes)					
	Art and Music	Business Studies	Educare / Social Services	Engineering	General Education	Utility Industries
Boland College for FET	0	76	4	4	2	13
Cape Town FET College	3	36	4	46	0	10
False Bay College	0	56	0	41	0	2
Northlink FET College	0	56	3	29	0	12
South Cape College for FET	0	65	5	12	0	18
West Coast FET College	0	56	0	40	0	4
Western Cape	1	55	3	29	0	11
National	1	45	1	45	1	7

Table 2.1: FTE enrolments (NON-NATED) for each vocational field for each FET College – 2002

College	Percentage distribution of all FTE's (NON-NATED programmes)					
	Art and Music	Business Studies	Educare / Social Services	Engineering	General Education	Utility Industries
Boland College for FET	0	61	7	0	14	17
Cape Town FET College	0	4	15	69	0	13
False Bay College	0	0	0	91	0	9
Northlink FET College	1	40	0	37	0	22
South Cape College for FET	0	15	11	2	0	72
West Coast FET College	0	0	0	100	0	0
Western Cape	0	29	5	40	2	24

APPENDIX 3

Table 3: Comparison of FTE enrolments for NATED and NON-NATED programmes

College	NATED programmes	NON-NATED programmes
Boland College for FET	88%	12%
Cape Town FET College	88%	12%
False Bay College	79%	21%
Northlink FET College	68%	32%
South Cape College for FET	76%	24%
West Coast FET College	99%	1%
Western Cape	80%	20%

Figure 2: Comparison of FTE enrolments for NATED and NON-NATED programmes - 2002

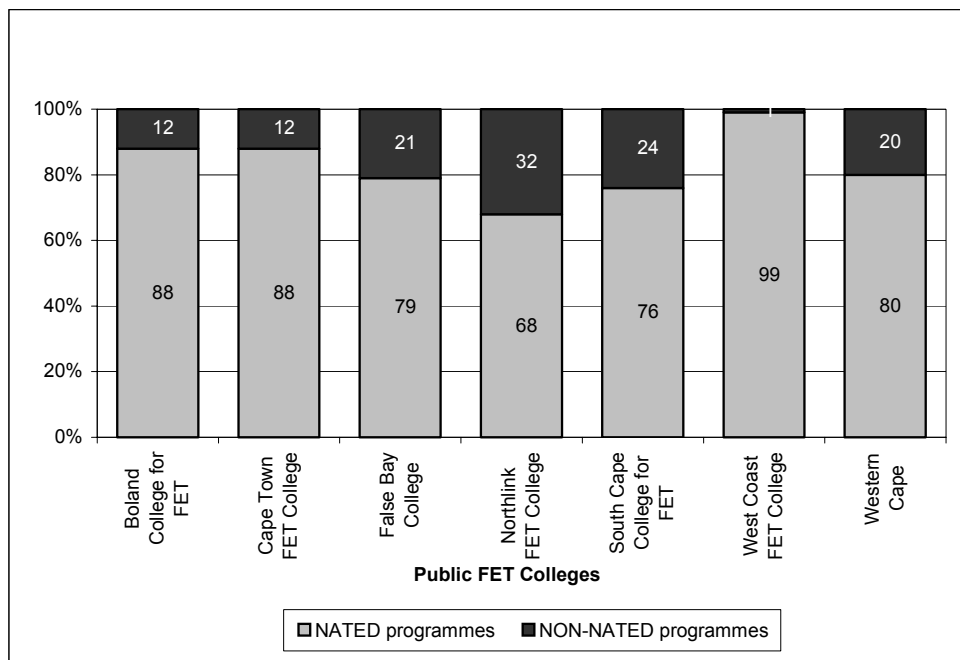
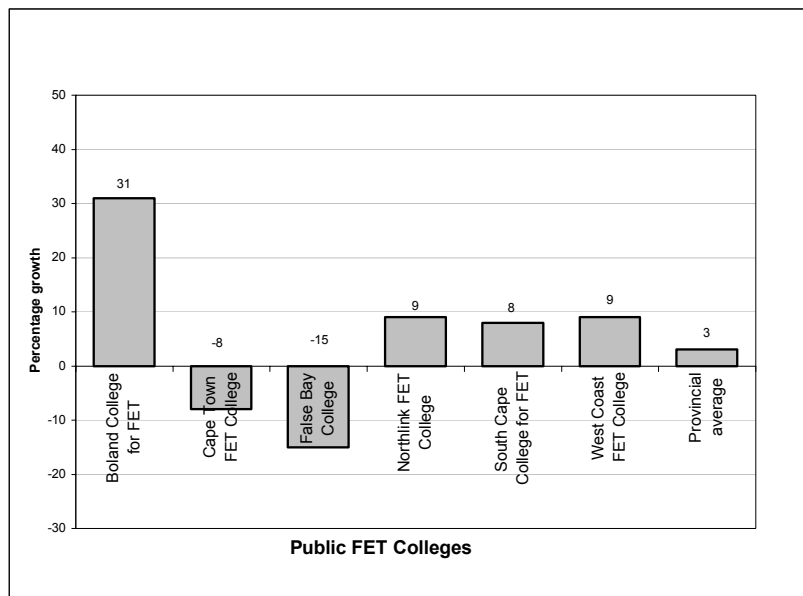


Table 4: Percentage student growth in FTE's for NATED programmes in WC public FET Colleges 2000 - 2002

College	Growth in FTE's for:		
	NATED	NON-NATED	NATED and NON-NATED
Boland College for FET	16	1087	31
Cape Town FET College	-13	44	-8
False Bay College	-12	-26	-15
Northlink FET College	17	-5	9
South Cape College for FET	-17	2755	8
West Coast FET College	8	0	9
Provincial average	-1	25	3

Figure 3: Percentage student growth in FTE's for NATED and NON-NATED programmes by FET Colleges 2000 - 2002

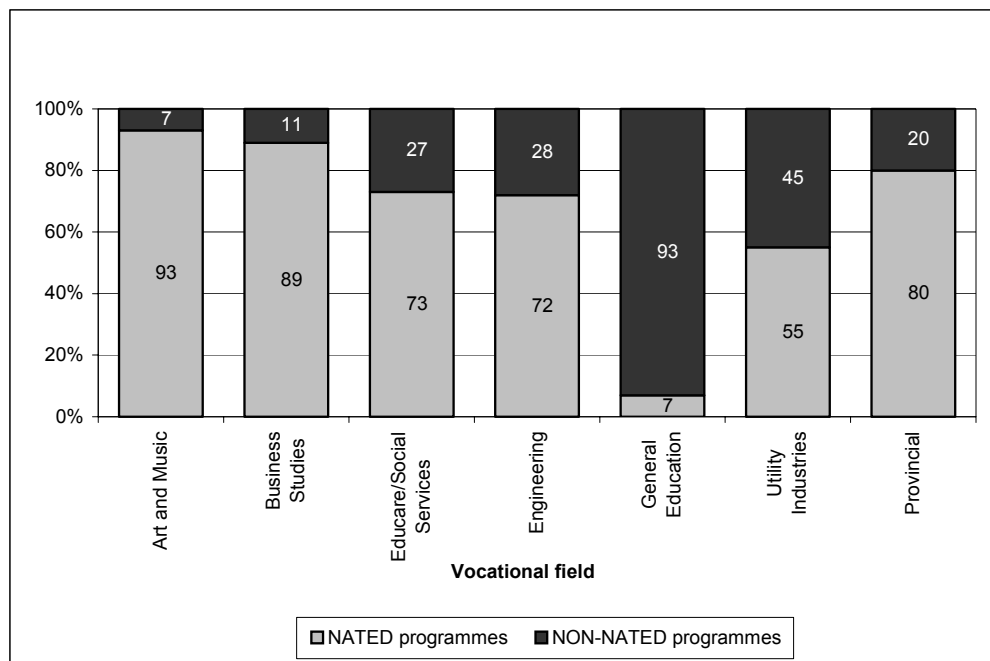


APPENDIX 4

Table 5: Distribution of FTE enrolments in NATED and NON-NATED programmes by vocational field - 2002

Vocational field	NATED programmes	NON-NATED programmes
Art and Music	93	7
Business Studies	89	11
Educare/Social Services	73	27
Engineering	72	28
General Education	7	93
Utility Industries	55	45
Provincial	80	20

Figure 4: Distribution of FTE enrolments in NATED and NON-NATED programmes by vocational field - 2002



APPENDIX 5

Table 6: Gender profile of students by FET College - 2002

College	Male	Female
Boland College for FET	41%	59%
Cape Town FET College	62%	38%
False Bay College	86%	14%
Northlink FET College	53%	47%
South Cape College for FET	47%	53%
West Coast FET College	83%	17%
Western Cape	56%	44%

Figure 5: Gender profile of students by FET College - 2002

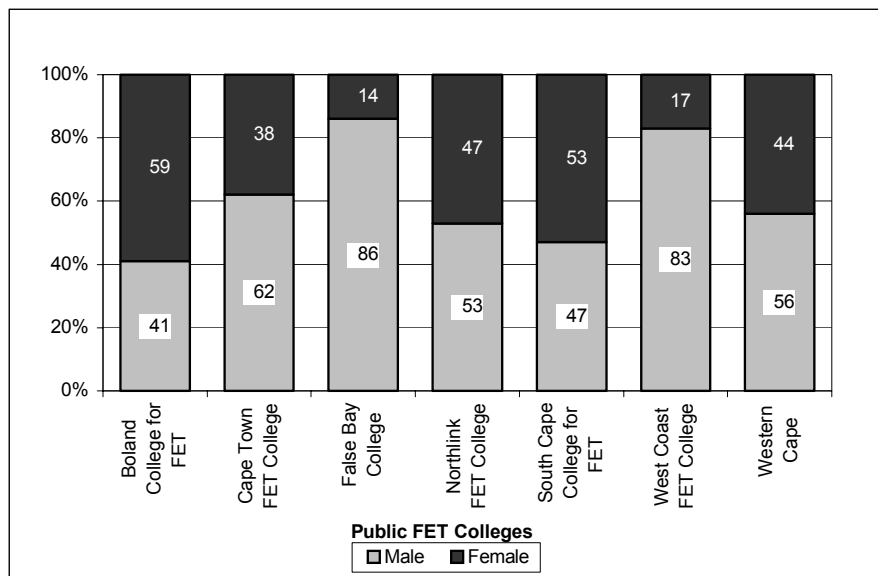
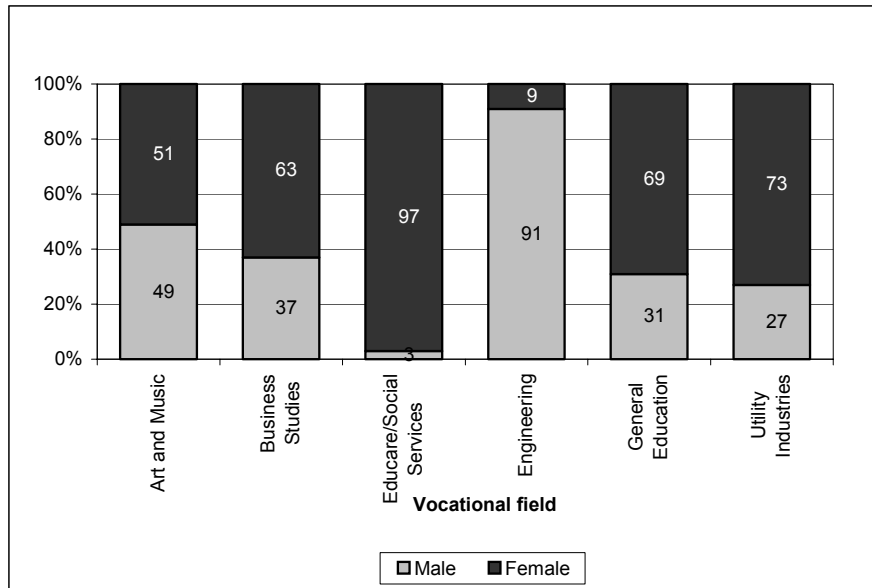


Table 7: Gender profile of students by vocational field – 2002

Vocational field	Male	Female
Art and Music	49%	51%

Business Studies	37%	63%
Educare/Social Services	3%	97%
Engineering	91%	9%
General Education	31%	69%
Utility Industries	27%	73%

Figure 6: Gender profile of students by vocational field - 2002



APPENDIX 6

Table 8: Student headcounts by race – 2002

Race	%
African	27
Coloured	37
Indian	2
White	34

Figure 7: Student headcounts by race - 2002

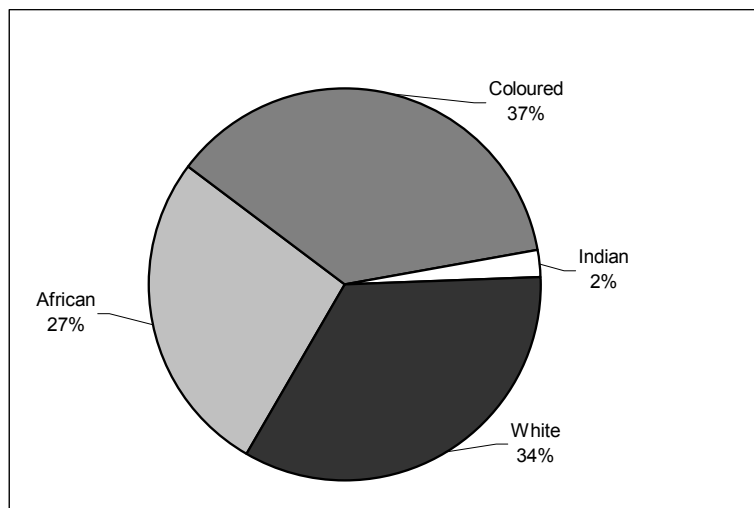
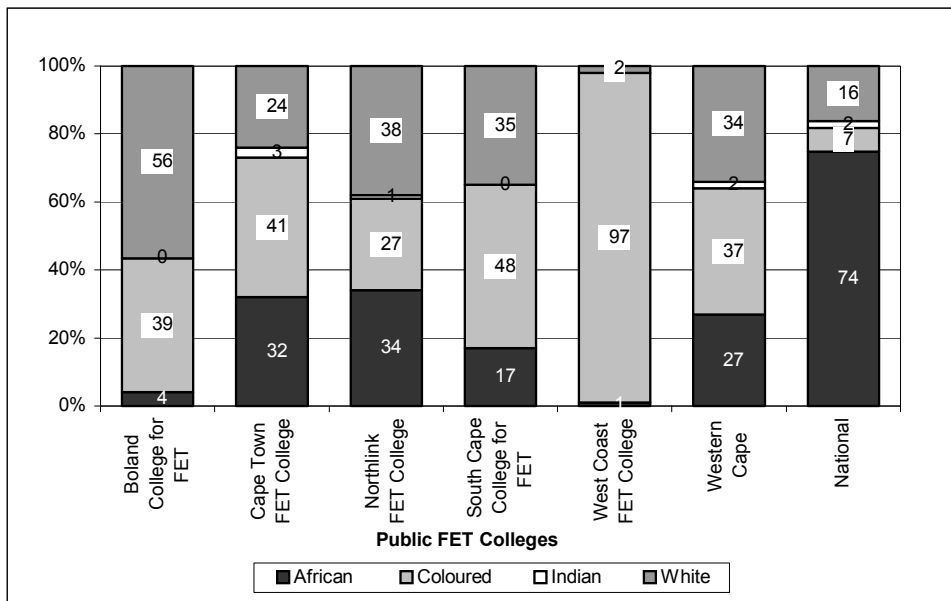


Table 9: Student headcounts by race and FET College – 2002

College	African	Coloured	Indian	White
Boland College for FET	4%	39%	0%	56%
Cape Town FET College	32%	41%	3%	24%
Northlink FET College	34%	27%	1%	38%
South Cape College for FET	17%	48%	0%	35%
West Coast FET College	1%	97%	0%	2%
Western Cape	27%	37%	2%	34%

National	74%	7%	2%	16%
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Figure 8: Race profile of students by FET College – 2002



APPENDIX 7

Table 10: Average pass rates by FET College (NATED programmes only) – 2002

College	Pass rate
Boland College for FET	84%
Cape Town FET College	64%
False Bay College	71%
Northlink FET College	68%
South Cape College for FET	75%
West Coast FET College	54%
Western Cape	70%

Figure 9: Average pass rates by FET College (NATED programmes only) – 2002

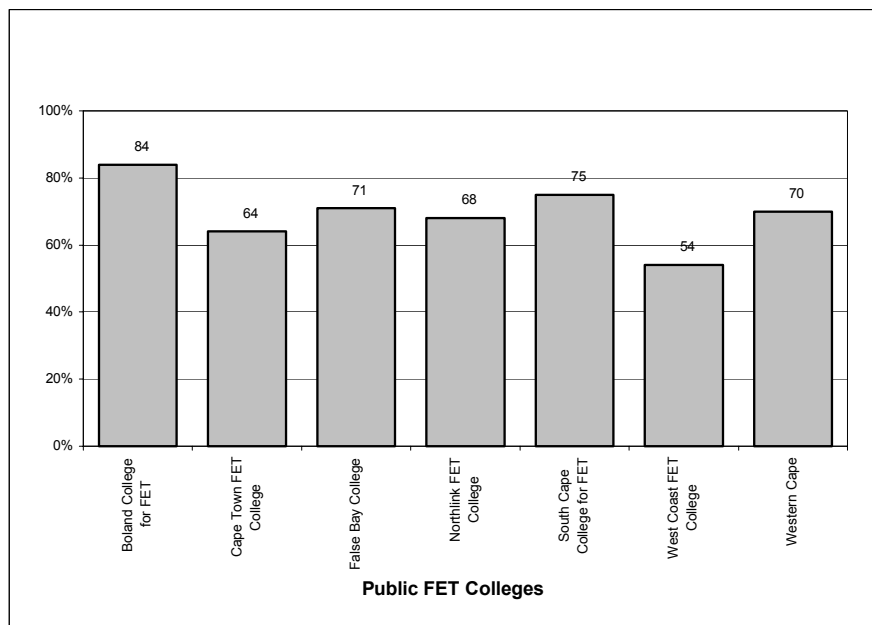
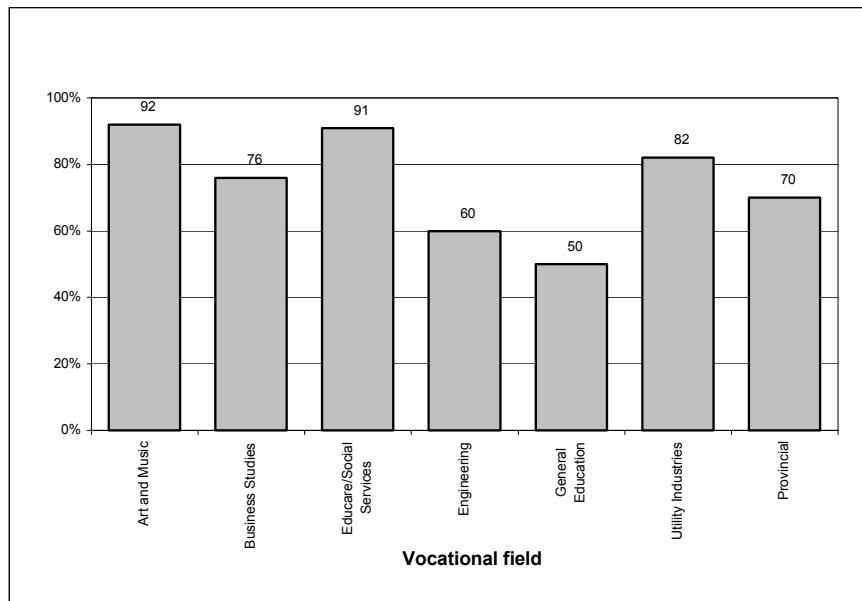


Table 11: Average pass rates by vocational field and FET College – 2002

College	Art and Music	Business Studies	Educare/ Social Services	Engineering	General Education	Utility Industries	College average
Boland College for FET	92	85	96	56	50	85	84
Cape Town FET College	92	67	86	59		81	64
False Bay College	94	74		68		88	71
Northlink FET College	72		91	60		80	68
South Cape College for FET		83	95	58		64	75
West Coast FET College		46		60		43	54
Western Cape	92	76	91	60	50	82	70

Figure 10: Average pass rate by vocational field and FET College – 2002

APPENDIX 8

Table 12: Average throughput rates by FET College – 2002

College	Throughput rate
Boland College for FET	74%
Cape Town FET College	54%
False Bay College	62%
Northlink FET College	59%
South Cape College for FET	66%
West Coast FET College	41%
Western Cape	60%

Figure 11: Average throughput rate by FET College – 2002

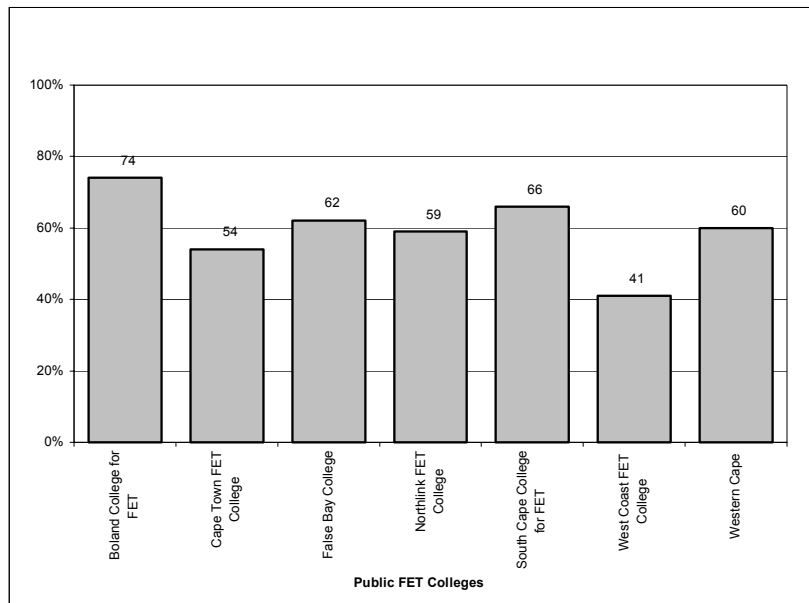
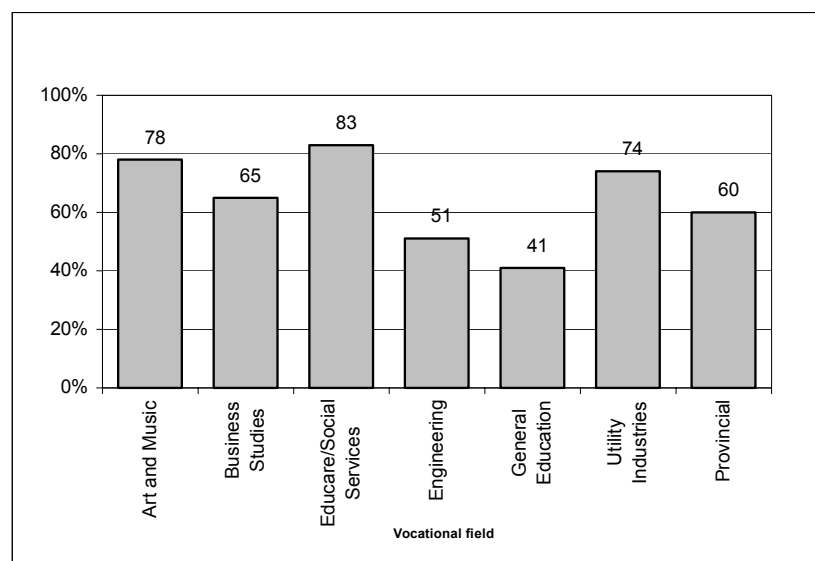


Table 13: Average throughput rate by vocational field – 2002

Vocational field	Throughput rates
Art and Music	78
Business Studies	65
Educare/Social Services	83
Engineering	51
General Education	41
Utility Industries	74
Provincial	60

Figure 12: Average throughput rate by vocational field – 2002

APPENDIX 9

Table 14: Unweighted FTE's for NATED and NON-NATED by province

Province	New FET Colleges	Number of Campus Sites	FTEs enrolled for NATED Programmes	FTEs enrolled for Non-NATED Programmes	Total FTEs	% of Total
Eastern Cape	8	30	12 195	1 293	13 489	9%
Free State	4	15	8 973	819	9 792	7%
Gauteng	8	32	43 357	3 807	47 163	33%
KwaZulu Natal	9	32	18 425	4 319	22 744	16%
Limpopo	7	18	9 920	3 178	13 098	9%
Mpumalanga	3	12	7 559	95	7 655	5%
North West	3	11	6 583	2 798	9 382	7%
Northern Cape	2	6	2 973	155	3 128	2%
Western Cape	6	27	13 933	3 530	17 463	12%
Grand Total	50	183	123 919	19 995	143 913	100%