

FINAL REPORT

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A framework for developing a  
Human Resources &  
Skills Development Strategy  
in the Western Cape

November 2003

## Preamble

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On the 5th September 2003, Ebrahim Rasool, Minister of Finance and Economic Development and Andre Gaum, Minister of Education, established a Human Resources and Skills Development (HR&SD) Task Team “to oversee an investigative process, and to report on a framework for a provincial HR&SD strategy” for the Western Cape Province and this to be achieved through an inclusive and consultative interaction with stakeholders. The Ministers intend that this framework forms the basis of the HR&SD Strategy in the province that will be developed over the next period.

The Task Team was briefed to report and recommend on,

### a) Current realities in the province

A critical description of the current situation should identify key challenges, best practice examples, and priority initiatives and interventions. This should happen in relation to provincial human capital, to education and training supply through all sectors of provision e.g. schooling, ABET, ECD, FET colleges, workplace learning, NGOs, and to an identification of social and economic opportunities in the public and private sectors and in the formal and informal aspects of society and the economy.

### b) Prioritized issues and target groups

The starting point is the target groups for achieving redress and as expressed in the national Human Resources Development Strategy (HRDS) and National Skills Development Strategy (NSDS). In addition and within the complexities of the labour market, a number of worrisome issues would need to be considered, for example, the looming crisis of availability of intermediate level technical skills, throughput and success factors in most parts of education and training supply, blockages that affect the Sector Education and Training Authorities (SETA) capacity to deliver, responsiveness of Further Education and Training (FET) and Higher Education (HE) learning programmes, and so on.

### c) A mechanism or model for a HR&SD Strategy

The understanding is that developing a HR&SD Strategy is not a once-off process but one that enables a dynamic relationship for continuously providing for human development within a changing social and economic context.

### d) Outstanding tasks and the way forward

The report should indicate areas that require research and further investigation as for example, developing indicators for measuring and maintaining the Strategy itself.

The Task Team drew on a range of resources to achieve its objectives and these included facilitating interactions with key constituencies, engaging with stakeholders and roleplayers, and commissioning research reports. It worked under immense time constraints, what Minister Rasool aptly describes as a “pressure cooker” process. The first draft of the framework was presented to the Ministers on 11 November 2003 just prior to the Provincial Growth and Development Summit (PGDS) held on the 14 November 2003, and this in turn was presented to the PGDS as reflecting government’s approach to Human Resources & Skills Development in the province. It was understood that developing a provincial HR&SD Strategy would be significantly influenced by the deliberations of the PGDS.

The Task Team now presents its findings to Minister Rasool and Minister Gaum in this final report. Members of the Task Team are,

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- Naledi Pandor Deputy Chair
  - NCOP chairperson
- Anisha Archary – South African Airways
- Stef Coetzee – University of Stellenbosch
- Tony Ehrenreich – Congress of South African Trade Unions
- Willie Esterhuysen – University of Stellenbosch
- Conrad Sedigo – Media24
- Zozo Siyengo – Western Cape Education Department
- Christo Wiese – Pepkor
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Technical support was provided by Penny Vinjevold (Western Cape Education Department), Adrian Sayers (Provincial Development Council) and Nigel Gwynne-Evans & Desi Angelis (Department of Economic Development & Tourism). Sedick Jappie (LGWSETA), and Shirley Walters (UWC), participated from the Learning Cape Festival.



Franklin Sonn  
Chairperson



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## Human Resources & Skills Development Framework, Summary

Attaining equity, combatting poverty and building a culture of learning in the province are the starting points for a human resources & skills development strategy, one that takes account of all learning – whether at school, colleges, universities or workplaces, whether formal or informal, and at all stages of life. This holistic approach to redress builds the relationship between learning at school, at home, in the community and at work. The human resource development framework is taking skills development very seriously. It is extremely important that adults are exposed to learning at their workplace; not only is this good for the economy and communities, it is also good for them as parents and the future of their children.

The Human Resources & Skills Development (HR&SD) Task Team has been influenced by a set of important considerations,

- The number of learners must be increased in all phases of education & training – general education (grades R to 9), further education & training (grades 10 to 12), higher education, and in workplace learning programmes.
- The General Education & Training phase (ECD, Grades R to 9) is vitally important because it builds the foundations on which all learning and development is based.
- Strategic partnerships and networking relationships need to be developed and consolidated for a more effective use of resources, and for better linking education and training outputs with socio-economic opportunities.
- The quality of all provision must be improved thereby also developing a culture of learning and teaching.

- Existing institutions and initiatives should be consolidated and strengthened.
- Social cohesion, for example, health, welfare and employment are crucial to learning systems. Racism and all other forms of discrimination are totally unacceptable, and must be actively worked against.
- Information about education & training opportunities must be accessible province-wide, and this should include information about support services available to learners.

Against this backdrop, the Task Team proposes a set of recommendations in the following areas,

### 1. HR&SD Model – Towards the Learning Cape

The HR&SD Strategy, within the framework of a learning province, needs to be concerned as much with the processes of building social relations as with outcomes – to some degree, the means are also the ends. The HR&SD Strategy is a set of processes not a once off product.

It is therefore necessary to set targets and develop indicators for measuring and monitoring progress towards the Learning Cape, which include socio-economic indicators and those relating to the quality of education and training. To achieve this, there needs to be a systematic collection, analysis, management and dissemination of information for use by a range of individuals, institutions and processes.

Achievement towards these indicators should be monitored and reviewed preferably on an annual basis. The Learning Cape Festival, which has run for 2002 and 2003, becomes a vehicle to showcase, advocate, promote and celebrate learning opportunities and achievements.

The HR&SD Strategy should be institutionalised so as to ensure its implementation, raise issues and matters as is appropriate, and in general monitor and report on its progress. A Learning Cape Initiative should be established with the social partners to achieve these purposes.

### 2. Labour Market – developing a reliable information base

A reliable information base is developed of the socio-economic situation in the Province and this is updated regularly to inform all levels of planning.

### 3. Early Childhood Development (ECD)

There needs to be a clear and unambiguous recognition by government of the importance of ECD. It should appoint an interdepartmental Task Group to recommend on all aspects of ECD.

An advocacy campaign should be mounted about the importance of ECD and this should be supported by a public education programme directed to parents, employers, teachers, child-minders and others, on their roles and responsibilities in relation to the education, impact of HIV/Aids, safety and well being of all children.

#### 4. Grade R Access, the Reception year

There is strong support for government policy that says that all 5 year olds to be in Grade R by 2010. Provision will effectively need to double to accommodate all 80 000 5 year olds from current levels of provision.

#### 5. General Education & Training (GET), grades 1 to 9

Improvement of quality in this band is the most important intervention to improve schools and build a culture of learning and teaching. Increased provision and retention of learners in the system is an overarching priority. The poor quality of programmes currently offered means that learners leave the GET band without the language and mathematics skills that are the foundation of all learning, and this hinders learners' ability to progress and succeed in further learning and work contexts.

A number of critical issues are emphasized,

- a) The **organisational culture of schools** needs to change to one that emphasises the basic values that will improve teaching and learning.
- b) **Teachers** must better understand their roles and responsibilities in this regard, and they should be validated and sanctioned accordingly.
- c) School **principals** should be empowered to run their schools and the Western Cape Education Department (WCED) should work more closely with them, training and developing principals, and rewarding them with appropriate incentives.

#### 6. Mathematics teaching and learning

The WCED needs to consolidate and expand access to the 12 existing specialist schools to maximise their potential for quality and Higher Grade (HG) throughput through allocating extra and appropriately qualified and experienced teachers.

The WCED should strengthen arithmetic/mathematical concepts in the foundation & intermediate phases for all learners through developing teachers and providing appropriate textbooks. The WCED should also monitor and report to government and communities on mathemat-

ics performance through the grades 3 & 6 testing, and the grade 12 output.

Clear and unambiguous recognition should be given by Government that mathematics teaching and learning is of paramount importance to the future development of the Province by appointing a Ministerial Task Group, lead by a prominent person, to evaluate current programmes and provision as a basis for making recommendations.

#### 7. Information & Community Technology (ICT) provision

The introduction of IT literacy in all learning programmes at all schools and other learning sites, such as, workplaces, communities, and colleges must be fast tracked and the implications for such provision must be shared with social partners where appropriate.

#### 8. Languages, teaching and learning

Expert advice and building on previous work done by Government and other bodies, must be sought in order to train teachers in particular subject domains and ensure language proficiency of learners.

#### 9. Adult Basic Education & Training (ABET)

ABET is critical to economic and social development and to building a lifelong learning culture. To assert Government's commitment, an inter-sectoral Task Group to be appointed with clear Terms of Reference (ToR), timeframes and guidelines in order to develop specific proposals on all aspects of ABET provision.

#### 10. Further Education & Training (FET) colleges

FET colleges are critical to HRD in the province. They need to develop rapidly so as to respond to economic and social opportunities and to develop the knowledge-based training needed in society. To achieve this, college Chief Executive Officers (CEOs) should be developed to be leaders and given the appropriate status that they require. An Advisory Forum on FET College Sector should be formed to advise on best ways to fast track the optimal development of the colleges.

An advocacy and marketing campaign is needed so that the public and roleplayers better understand the FET college mandate. This campaign should build the parity of esteem of vocational education and academic education.

The effective development of the Centre for Extended Learning (CEL) as a learning broker should be supported.

## 11. Higher Education Institutions (HEI)

The HEIs are a major asset in the Province and there needs to be regular interactions with key stakeholders. To this end, a forum of stakeholders should be established. An investigation is needed to find out what is inhibiting effective interactions between workplaces, SETAs, government and HEIs, and develop proposals in this regard. An audit is needed of what HEIs are delivering in relation to the provincial growth and development requirements.

Access and equity to HEIs needs to be enhanced through improved information and guidance and the feasibility of a one-stop-shop for the public should be investigated.

Portability between the FET sector and HEIs needs to be encouraged.

## 12. SETAs and workplace learning

The current blockages that are preventing resources from supporting training provision must be identified and resolved. The expansion of learnership provision is a priority and FET colleges have a key role to play in this regard. The Province should ensure that it achieves the provincial targets agreed to at the Growth & Development Summit.

The SETA's role in the Province should be consolidated through their integration into a number of structures, e.g. sector clusters, the Provincial Skills Development Forum (PSDF), FET colleges etc.

The Recognition of Prior Learning (RPL) is a cross cutting issue, and a comprehensive provincial strategy should be developed within the HR&SD Strategy.

# 1. Background

The development of a framework for Human Resources and Skills Development (HR&SD) by the Western Cape Provincial Government is a major new initiative to promote the economic and social development of the province, and to redress past injustices. It demonstrates a new, necessary way of working "out of silos" to tackle the many challenges presented by both the globalization of economies and the legacy of apartheid.

The dynamics of globalization and the rise of the knowledge economy have important implications for emerging economies such as South Africa and provinces like the Western Cape. The HR&SD Strategy needs to be located, on the one hand, within the realities of increasing competition and the spread of global production systems, and on the other, in the need to attain equity and combat poverty. There is an essential link between global competitiveness and poverty alleviation as without a degree of social cohesion and stability, it will not be possible to attain the economic development required. The framework therefore takes as key reference points provincial governments *Ikapa Elihlumayo, Growing and Sharing the Cape* (2003), and the 2001 White Paper, *Preparing the Western Cape for the Knowledge Economy of the 21st Century*.

The White Paper argues the case for an intimate relationship between economic development and learning within a learning region framework. It coined the term the *Learning Cape*, which was one of four key pillars for economic and social development and which was developed after lengthy consultative processes. The development of the Learning Cape is an imaginative and ambitious goal, and one that creates a powerful and attractive context for a HR&SD Strategy.

The purposes of the HR&SD Strategy is therefore to educate, train, develop the skills and build the capacities of all people in the Province so as to enhance their contributions to social, economic, political and cultural life in the area.

The education, training and skills development policy approach is an integrated one within the National Qualifications Framework (NQF). This

framework is underpinned by a set of principles, of which equity, access and redress are central, as well as the principles of lifelong learning and the validation of all forms and types of learning through an assessment mechanism, the Recognition of Prior Learning (RPL).

The legislative core for the HR&SD Strategy is the South African Schools Act (1995), the SAQA Act (1996), the HE Act (1997), the FET Act (1998), the ABET Act (2000), the White Paper on ECD, the Skills Development & Levies Acts (1998 & 1999 respectively), the Employment Equity Act (1998), and the Black Economic Empowerment Bill. Collectively, they form a comprehensive policy context for promoting learning at all stages of life, in a range of sectors and sites, as well as for the creation of conditions, which enhance possibilities for learning. In the Western Cape, this platform of legislation is supported by the concept of the Learning Cape.

The strategic basis for the Provincial HR&SD Strategy is to:

- Support the National HRDS & the NSDS to achieve their objectives and targets within the Province
- Promote these Strategies in the Public and Private Sectors
- Align its activities with those of the SETAs
- Align where appropriate with Department of Labour's Provincial Skills Development Plan for the training of the unemployed
- Promote Cabinet Strategic Objectives.

It is widely accepted that a "manpower planning" approach to an HR&SD strategy is inadequate. It is extremely difficult to predict accurately what 'human capital' is required at any given time, although efforts must be made in this direction. There is increasing recognition that economic globalization is highlighting the importance of non-material resources with importance being placed on skills, know how, qualifications, and ways of acting, rather than on natural resources. This places the greatest emphasis on human, cultural and social capital. In response, a new way of approaching an HR&SD Strategy is to do so within the paradigm of the "learning region", or in this case a "learning province", a concept which has developed in order to enable local geographic areas to organise themselves collectively so as to compete globally. It is for this reason that there is a strong drive in places like the European Union, Australia, Britain, parts of Brazil and India, to implement policies and practices of building learning regions, cities or communities, where lifelong learning enhances their global competitive edge.

## 2. HR&SD Model: Towards the Learning Cape

Developing a culture of learning, one that promotes access, equity and redress, are key goals for the HR&SD Strategy.

### 2.1 Creating a Learning Province

Simply put, creating a learning province means, for example, that close linkages and partnerships must be developed and sustained amongst and between business, labour, civil society, education and training providers and government in order to be responsive to the changing economic, social and demographic trends. It means that business, government, labour and the higher education sector co-research and develop innovative solutions to economic and social problems. It requires a heightened awareness of the importance of training in the workplace, which would imply that the amount of training has to increase dramatically from the current position where only about 20% of the workforce has received skills training.

### 2.2 Promoting a Culture of Lifelong Learning

Promoting a culture of lifelong learning means increasing participation rates in formal and informal learning across all ages, across all levels, all sectors, and geographical areas. It means the need to recognize the linkages between learning at school, at home, in the community and at work, and that children have the right to a supportive culture of learning. It means planning learning interventions to address the challenges posed by the "two economies" described by President Mbeki. The first is of high skills in formal workplaces and the second is of informal work, some even on the margins of informal work, which lead to extreme vulnerability.

While a learning province needs an excellent education and training system at all levels, society often does not recognise the importance of informal learning. There is a growing realisation that two-thirds of all learning is informal. It is in families, communities, malls, through the media, in books, on the internet, and at workplaces where children and adults develop a culture of learning, or not. Informally people

learn about informal trading, health, parenting, criminality, budgeting, fixing cars, or voting. It is in local communities, in townships and villages, on sport fields, religious bodies, or in workplaces that values, skills and cultural practices are often acquired. A learning society therefore needs to be concerned to improve the informal learning cultures through encouraging safe and effective learning spaces within local communities.

Another aspect of a learning province is the importance of creating social capital through partnerships and networks. For economic growth, technological learning and innovations are key. In studies of regions which facilitate innovations, the collaboration between firms, suppliers, government, educational institutions, and other economic players, is encouraged. This strengthens “institutional thickness”, collective efficiencies and speed of innovation, as people invent new products and solutions by working “out of their silos”. These processes require people who have the skills to be “boundary spanners” or “enabling agents”. Through such partnerships and networks trust is built. One local example where trust facilitates effective economic transactions, are the “Stokvels”.

A third element of a learning province is the achievement of a much more highly qualified workforce through high participation rates in learning. The rise of the knowledge economy means that there is a demand for people with higher qualifications. Trends indicate a decrease in employment in the primary sector (agriculture, fishing & mining), which is the largest employer of low skill workers, and a growth in the services sector, which demands higher levels of skills. At present 77% of the workforce in the Western Cape has no more than school education.<sup>1</sup> There is a 30% unemployment rate and there is a correlation between the levels of qualifications and the likelihood of employment. Improvement in the qualifications profile throughout the economy, using all the possible interventions, is very important. This emphasises the importance of the widespread application of the Recognition of Prior Learning (RPL) for gaining access to educational opportunities and for giving recognition for skills and competencies acquired through experience.

A fourth element of a successful learning province is that there should be a significant degree of social cohesiveness. While national statistics and indicators place the Western Cape ahead of other provinces in most areas, they also highlight the stark levels of inequality of living conditions in the Western

Cape. Social and economic polarities between people of different racial, gender, ethnic and class origins must close. Racism and gender discrimination must end. High levels of crime and violence especially against women and children, the increasing incidence of HIV/Aids, inadequate housing and poverty related diseases, all exacerbate possibilities for social and economic development. Global competitiveness is reliant on degrees of social cohesion and getting it right locally.

In summary, the following characteristics are identified to achieve a learning province:

- **Education:** Excellent education and training systems at all levels, with high participation rates
- **Partnerships and networking:** High levels of collaboration, networking and clustering within and across economic and knowledge sectors, especially around areas of innovation and poverty
- **Information:** Good quality systems for collection, analysis, management and dissemination of information
- **Out of the silos:** A constant challenging of traditional categories to suit rapidly changing social and economic realities
- **Accessibility:** Providing frequently updated, easily-accessible information and counselling services to enable citizens to maximize their learning opportunities
- **Lifelong learning valued:** High value placed on formal, non-formal and informal learning throughout life; that value is expressed in tangible improvements in the learner’s employment and community situations
- **Social cohesion:** Learning supports high levels of social cohesion (across social class, ethnicity, gender, ability, geography and age) within a society of limited social polarities.

The HR&SD Strategy within the framework of a learning province needs to be concerned as much with the processes of building social relations as with outcomes – to some degree, the means are also the ends. The HR&SD Strategy is a set of processes not a once off product. While definite targets are set, the ways these targets are reached are also important so that both social and human capital are built.



## **Recommendation 1 – Towards the Learning Cape**

### **(i) Benchmarks for a Learning Cape**

It is necessary to set targets and develop indicators for measuring and monitoring progress towards the Learning Cape, which include socio-economic indicators and those relating to the quality of education and training. The indicators are to help stakeholder organisations, sectors and the learning province as a whole to measure and to monitor progress and performance. Monitoring would be done continuously with an annual public accounting of progress reported with all stakeholders.

### **(ii) Data Collection and Information Flow**

Collection, analysis, management and dissemination of information is critical to inform the full spectrum of stakeholders of economic and social trends and opportunities. These would be developed in alignment with targets and indicators as suggested above. A range of users might access this information that in turn may be packaged for different purposes such as career guidance to prospective learners and entrepreneurs.

### **(iii) Annual Review of Progress**

There is an annual review of progress towards the Learning Cape, involving the social partners.

### **(iv) Learning Cape Festival (LCF)**

The Learning Cape Festival, which has run for 2002 and 2003, becomes a vehicle for Provincial Government and social partners to support the development of the Learning Cape as an annual opportunity to review, showcase, advocate, promote and celebrate learning opportunities and achievements.

### **(v) The Learning Cape Initiative**

The HR&SD Strategy should be institutionalised so as to ensure its implementation, raise issues and matters as is appropriate, and in general monitor and report on its progress. A Learning Cape Initiative should be established with the social partners. Additional roles could be to host the annual Learning Cape Festival, develop and set benchmarks for a learning province, manage a good information system that can provide signals of supply and demand, and other roles as they are identified.

## **3. The labour market**

The *Socio-Economic Review* 2003 (Western Cape Treasury) confirmed that human resource development remains a key development challenge in the province. It states (2003:72), “In fact in most cases skills and education levels were identified as one of the primary causes of exclusion from the restructuring economy and entrepreneurship. Especially the persistent racial patterns in this field demand urgent attention. Even more disconcertingly, initial analyses suggest that the education system may not be making any inroads in this regard.” The HR&SD Strategy must, therefore, relate closely to the realities of the labour market.

Before focusing on the education and training system specifically, this section signals some pertinent issues for consideration.<sup>2</sup>

1. The formal sector absorbs 1 294 343 and the informal sector 144 065, (roughly 9.4%) of the overall provincial economy (Stats SA, Sept 2002)
2. The employed labour force of roughly 1 532 260 are concentrated in Agriculture (13%), Manufacturing (19%), Wholesale & Retail (17.5%), Financial Services (11.9%) and Community & Social Services (which includes staff in general, further and higher educational institutions (19.5%). These five sectors employ just over 80% of the employed labour force.
3. Of the total employed formally, about 20% or 300 197 received some skills training over an unknown time period in the following sectors: Electricity, Gas and Water Supply; Finance and Business Services; Community and Social Services; Transport, Storage & Communication; Manufacturing & Wholesale and Retail; Construction; Agriculture & fishing, and Private Households.
4. Of the employed, the proportion of the overall labour force that is in possession of a school level qualification exceeds the cohort that has some level of further or higher education by a ratio of 77% to 19%. By race, this disaggregates to 7% Africans, 11% Coloureds, 34% Asians and 49%

Whites have acquired some level of education and training outside of the schooling system.

5. At Further and Higher education levels, those employed hold the following types of certificates, diplomas or degrees: 21% in Education, Training and Development, 25% in Business, Commerce and Management studies, and 13% in Health Sciences and Social services, totalling 59%. This is at odds with the emphasis at a national level that is directed towards Manufacturing, Engineering and Technology, Business, Commerce and Management studies, and Physical, Mathematical, Computer and Life Sciences. These three fields are seen as forming the foundation of a knowledge intensive economy and the number of employees who hold qualifications in these areas stands at 42%.
6. 24% of the employed labour force in the province are engaged in high skill work with the Agriculture and Construction sectors being the lowest (4% and 7% respectively), Finance and Community Services with the highest percentage, and in Manufacturing only 20% of the labour force can be classified as high skilled labour.
7. The majority of the unemployed has primary or lower secondary levels of education.
8. Of the 511 431 unemployed in the province, 308 559 had previously held a job and they came from the Agriculture and Fishing sector (15%), the Manufacturing sector (22%), Construction (11%), Wholesale & Retail (22%) and the Community and Social Services sector. Collectively they make up 70% of the unemployed.
9. In terms of previous occupations held by the unemployed, 39% were in elementary occupations, 15% were craft workers, 11% were clerks, and 10% were in sales and service.

### **Recommendation 2 – the Labour Market**

#### **Developing & using a reliable information base**

A reliable information base is developed of the socio-economic situation in the Province and this is updated regularly to inform planning. Regular contact between the social partners and education and training providers at all levels is facilitated to share information on economic, social and demographic trends, to network and co-plan for human resource development in the Province.

## **4. Early Childhood Development (ECD)**

Evidence shows that children who have attended ECD programmes perform better at school. Departments with key responsibility for provision of ECD services (defined as children from 0–9 years) are Education, Welfare and Health, and currently there is insufficient inter-departmental collaboration in provisioning. The Departments of Health and Welfare focus on children up to 5 years. While WCED is concerned with children of all ages, its present priority is to provide services to the 5-year-olds in Grade R. Historically ECD has been neglected and access to ECD is generally low but increases with age. Access is seriously skewed racially and in terms of social class. The emergence of Grade R at public primary schools is a new phenomenon and is picked up under GET below.

Despite the recognized advantages of ECD from an HRD perspective, the sector is not receiving the resources required. The analysis of existing resources indicates a number of challenges: the lack of access to services especially amongst the poorest and most at risk children under school going age; the poor educational quality of many existing services; a concerning lack of nutritional support for young children; and, the limited number of ECD programmes accessing government subsidies. A variety of educator training is offered across the province but incentives to retain trained educators in the ECD sector would need to be considered as part of any strategy to strengthen ECD provision.

### **Recommendation 3 – Early Childhood Development**

#### **(i) Establishing an ECD Task Group**

There needs to be a clear and unambiguous recognition by Government of the importance of ECD. A Task Group on ECD should be appointed with clear ToR, timeframes and guidelines in order to develop specific proposals on: attainment of more effective interde-

partmental collaboration; targets for roll out of ECD services to increasing numbers of 0–5 year olds over the next 10 years; use of replicable models which have been developed by social partners including a model for financing and delivery; improving the status of ECD and the educators in the field; and, effective mechanisms for delivery of nutritional programmes to all ECD facilities in need.

**(ii) Advocacy and public education**

An advocacy campaign is mounted of the importance of ECD and this should be supported with a public education programme directed to parents, employers, teachers, child-minders and others, on their roles and responsibilities in relation to the education, safety and well being of all children, including those impacted by AIDS. This public education programme should be driven by a coalition of social partners and financed by government, business and other agencies.

## 5. General Education & Training (GET)

The General Education and Training band, which runs from Grade R to Grade 9 is the foundation on which society and the economy is constructed and its success is central to an HR&SD Strategy. The Western Cape economy is built on a base of mainly schooling qualifications with 77% of the labour force having general or further education. This is racially differentiated with 93% of Africans and 89% Coloured people having not attained more than school qualifications. The major concern is that the GET is not delivering adequate quality and has not improved its efficiency rates in the last five to six years. The improvement in the quality and efficiency of the GET band becomes a prerequisite for growth and development.

A quality education requires a supportive environment for principals, teachers and learners, where good teachers and principals are validated, and students develop leadership abilities and responsible approaches to citizenship. Some necessary conditions are that:

- Good teachers are validated
- Parents are organized to support the school, which is ordered and disciplined
- Learners are respected and encouraged to respect others within a culture of human rights
- Principals are empowered to lead, and
- WCED provides support and encouragement for leadership development.

There are two major trends in GET provision in the province, namely, that there is an increase in the numbers of learners in the schooling system, from 825 000 in 1995 to 891 000 in 2002.<sup>3</sup> Secondly, learners are staying in the school system for longer although there is a dramatic drop off in enrolment after Grade 9. Only 45–52% of learners who enrol in Grade 1 reach Grade 12. In addition, learners who emerge from the GET band do not have the basic skills to allow them to access and succeed in FET programmes.

## 5.1 Inadequate and poor quality provision of Grade R

While there is universal enrolment of children ages 6–14, only about 50% of eligible children are enrolled in Grade R. These numbers are also racially skewed. The WCED has determined that all 5 year olds must be enrolled by 2010. While getting 5 year olds enrolled is essential, there is concern to have quality programmes. Quality and universal provision of Grade R becomes a priority as part of the bedrock of the education and training system.

### **Recommendation 4 – Grade R Access**

There is strong support for government policy that says that all 5 year olds to be in Grade R by 2010. Provision will effectively need to double to accommodate all 80 000 5 year olds, from current levels of 27 000 in the public system and a further 14 000 in NGO provision.

## 5.2 Poor quality programmes

There is evidence to suggest that the quality of GET programmes is inadequate, for example, only 36% of learners achieve the reading and numeracy outcomes expected in Grade 3. The vast majority of learners are achieving 2 to 3 years below expectation. The poor quality of programmes means that learners leave the GET band without the language and mathematics skills that are the foundation of all learning. Three strong hypotheses exist for poor performance and these need to be dealt with decisively. These are:

- inadequate time spent teaching and learning,
- poor school and classroom management, and
- lack of readers and textbooks.

### 5.2.1 Inadequate time spent teaching and learning

There is widespread evidence that school days are not used optimally for teaching and learning. This is partly explained by: the comparatively low number of hours per day and days of tuition per year; problems of crime and violence; the large number of teaching hours and days spent on examination preparation, assemblies, union meetings, music competitions, district meetings, athletics meetings, outings, etc; and, in certain instances, high levels of teacher and learner absenteeism. Much closer monitoring by government is required to ensure that the prescribed teaching and learning time is utilized

effectively, while simultaneously acknowledging the good work of many teachers, and highlighting the importance of their success not only to themselves but to the community at large.

### 5.2.2 Poor school and classroom management

School Management Teams are charged with ensuring that schools deliver on their core business. This needs to be done far more effectively.

### 5.2.3 Lack of appropriate readers and textbooks

Learning materials are fundamental to learning. The new revised National Curriculum Statements require a variety of learning materials including readers, textbooks, science and technology equipment, equipment for arts and culture and life orientation. In addition, the type of learner envisaged by the curriculum must be able to decide what information to look for, how to retrieve it, how to process it, and how to use it for the specific task that prompted the search for information. ICT use is essential in this context. Presently textbooks and readers are not necessarily bought by schools with the allocation provided, and inadequate numbers of books are read.

### **Recommendation 5 – GET grades 1 to 9**

Improvement of quality in this band is the most important intervention to improve schools and build a culture of learning and teaching. Increased provision and retention of learners in the system is an overarching priority. The poor quality of programmes currently offered means that learners leave the GET band without the language and mathematics skills that are the foundation of all learning, and this hinders learners' ability to progress and succeed in further learning and work contexts.

To remedy this situation, more time should be spent on teaching and learning, classroom and school management must improve, and schools must spend their allocations on readers and textbooks.

A number of critical issues must be emphasised to support improved scholastic performance:

- a) The **organisational culture of schools** needs to change to one that emphasises the basic values that will improve teaching and learning. Improved discipline is an important condition for this, and the WCED needs to find ways to monitor this. Communities have an important role to play in ensuring that schools are delivering on their mandate, and the WCED should encourage such participation.

- b) **Teachers** must better understand their roles and responsibilities in this regard, and they should be validated and sanctioned accordingly.
- c) School **principals** should be empowered to run their schools and the WCED should work more closely with them, training and developing principals, and rewarding them with appropriate incentives. The WCED should work with a range of partners to develop appropriate training programmes and these should focus on changing the culture of the schools by building the leadership, as successful schools are generally led by successful leaders. It is imperative to look on principals as leaders and apart from the teaching body, and their conditions of service should reflect this, for example, a 3 to 5 year tenure with review. Principals should therefore be publicly recognised as central to promoting the core values of teaching and learning in society. A high profile Premier Leadership Initiative for Schools should be established to assist the province to develop the school principals programme.

### 5.3 Recruitment, Retention and Retraining of teachers for the GET

The results of a WCED 2002 research study on supply and demand for teachers in the Province is that approximately 1 900 individuals must enter pre-service training courses, within specific subject areas, languages and levels, in 2003 for there to be sufficient teachers in the province in 2006. The actual numbers that entered training at the commencement of the current academic year is 916. This is 50% of the predicted needs for the year 2006. Urgent action is being taken to remedy the situation. The importance of retaining and retraining teachers in areas of need can not be overemphasised.

### 5.4 Mathematics teaching and learning (Grades R to 12, and adults)

Whilst there are a range of interventions to improve mathematics teaching and learning, access, throughput and output factors remain worrisome. For example, in the province in 2002, there were 5 189 African learners registered for SG mathematics, and 246 for HG mathematics of which 164 were successful.<sup>4</sup>

### Recommendation 6 – Mathematics teaching and learning

#### (i) Improving mathematics teaching & learning

- a) The WCED needs to consolidate and expand access to the 12 existing specialist schools to maximise their potential for quality and HG throughput through allocating extra and appropriately qualified and experienced teachers. Some of these schools do not have HG teachers and one option might be to build partnerships with schools that are succeeding so that teachers from these well resourced schools might assist the 12 schools.
- b) The WCED should strengthen arithmetic/mathematical concepts in the foundation & intermediate phases for all learners through developing teachers and providing appropriate textbooks.
- c) The WCED should monitor and report to government and communities on mathematics performance through the grades 3 & 6 testing, and the grade 12 output.

#### (ii) Audit & take stock

An audit study needs to be undertaken to take stock, and look at all the interventions that have taken place in mathematics education so as to see what has worked, or not, and why. This will inform on best ways to intervene to improve performance.

#### (iii) Mathematics Education Task Group

Clear and unambiguous recognition should be given by Government that mathematics teaching and learning is of paramount importance to the future development of the Province by appointing a Ministerial Task Group, lead by a prominent person, to evaluate current programmes and provision, and to ensure that a programme is provided for teachers in the intermediate and foundation phases to engage with mathematics concepts. It should set targets for improvement and should work with social partners to make recommendations to government.

### Recommendation 7 – ICT provision

The introduction of IT literacy in all learning programmes at all schools and other learning sites, such as, workplaces, communities, and colleges must be fast tracked and the implications for such provision must be shared with social partners where appropriate.

## 5.5 Languages, teaching and learning

Language proficiency is fundamental to successful learning and teaching. Educator language competence is often inadequate to teach subjects such as mathematics and science, and this should, in general, be improved. English speaking children are at a distinct advantage. The policy of the promotion of multilingualism must be supported and improved, and workable strategies developed to achieve this goal.

### **Recommendation 8 – Languages, teaching and learning**

Expert advice, building on previous work done by Government and other bodies, must be sought in order to train teachers in particular subject domains and to ensure language proficiency of learners.

## 6. Adult Basic Education & Training (ABET)

ABET is fundamentally important in order to bridge the gap between rich and poor. In 1994 ABET was a “Presidential Lead Project”. Access to ABET is a human right in the constitution. The national Human Resources Development Strategy (Feb 2001) and the National Skills Development Strategy (March 2001) both stress the need for ABET, and agreements on adult learning and literacy were made at the National Growth and Development Summit (June 2003). However, the funding and delivery of ABET has been very disappointing, many of the previously innovative NGOs have disappeared due to lack of funding, and the field is very demoralized.

ABET is aimed at those adults defined as sixteen years or older, not engaged in formal schooling or higher education and with an education level of less than grade 9. This marks an understanding that ABET is broader than basic literacy provision. In the Province, 65.4% of the adult population aged 20 or older have not completed grade 12. In addition, the number of people who have less than a grade 7 (594 479) represents an increase of almost 80 000 from the 1996 figure (515 393). The Western Cape population has grown by 500 000 since 1996 through in-migration factors and this is likely to increase the demand for ABET provision (*Socio-Economic Review* 2003: 44).

### 6.1 Level of provision<sup>5</sup>

The WCED is the major provider of ABET in the province serving 29 498 learners (of whom 10 000 are ABET learners and the remainder at FET level) in 113 state and state subsidized Adult Learning Centres and at a further 311 sites. There are 990 adult practitioners involved. Spending on ABET is well below 1% of the total expenditure on education. Its worth noting that UNESCO recommends a target of 6% of the budget to be spent on ABET. Other providers include: about 10 NGOs; the UniCity which has 34 ABET sites reaching 662 learners, 27 practitioners and has a waiting list of approximately 2 000 learners; 40 of the 282 libraries in the Province offer ABET; Correctional Services has 7 Centres with an ABET programme; there

are no figures available for private sector provision, and provision through the SETAs. Higher Education institutions are involved in the training of the ABET practitioners.

## 6.2 Linking ABET to ECD and Schooling

Parents who are literate are more likely to develop a reading and learning culture in their homes and are therefore better able to support their school-going children's learning activities. There is evidence to show how the levels of health and nutrition of families are improved with literacy and ABET, particularly for mothers. This highlights the interdependence between adult education and children's education.

## 6.3 Research, information and advocacy

Provincially, current information and knowledge bases about ABET are inadequate. There is also a public misperception about the scope and scale of need for this level of education and training. In addition, the curriculum offered needs to be appropriate for adult learners and to be linked to livelihoods and work opportunities.

### **Recommendation 9 – Adult Basic Education & Training Task Group**

ABET is critical to economic and social development and to building a lifelong learning culture. To assert Government's commitment, an inter-sectoral Task Group to be appointed on ABET with clear ToR, timeframes and guidelines in order to develop specific proposals on: attainment of more effective interdepartmental collaboration; development of inter-sectoral partnerships and targets for ABET services over the next 10 years; advocate for improving the status of ABET and for ABET educators; apply replicable models of provision, including a model for financing and delivery; investigate the possibilities for developing safe, local multi-purpose learning spaces in communities.

## 7. Further Education & Training (FET)

In the context of the mandate of an HR&SD strategy, the FET band is essential both for vocational skills development and as a bridge between general and higher education. There needs to be smooth portability of qualifications between the different bands.

The Western Cape FET sector is made up of 332 public senior secondary schools, 68 independent schools and 6 newly amalgamated FET Colleges.<sup>6</sup> There are an estimated 317 820 learners enrolled within FET schools in 2001, with an additional 37 867 learners enrolled in public FET colleges drawing a provincial budget of 3%. These figures do not include the approximately 8 000 private FET providers found nationally.

The FET sector<sup>7</sup> is complex and varied, and subject to a number of competing pressures. On the one hand FET Colleges are required to provide vocational preparation for the workplace through the Department of Education's NATED 190/191 courses. On the other hand, they are viewed as a potential resource for training in the workplace and therefore needing to offer demand-led training. The FET institutions interface across a number of structures and sectors, including the Departments of Education and Labour, SETAs, and workplaces.

The WCED strategic focus for public **FET colleges** is to maximise the value of public Further Education and Training expenditure, broaden access, offer demand led provision, create a culture of entrepreneurship, promote FET and enhance the image of the FET sector, and improve teaching and learning. For **FET schools**, the WCED's strategic priority areas are linked to the introduction of the National Curriculum Statements (NCS).

### 7.1 FET Colleges as a Provincial Resource

The six newly merged Colleges are a significant resource for the Province. This needs to be recognized, utilised and resourced so as to expand on their

current programmes that are responding to both social and economic development opportunities.

To achieve this, there is a need to,

- Conduct an intensive review of all FET College programme offerings, along with implications for staffing and other resourcing, so as to determine the extent to which these offerings are aligned to the Provincial growth and development priorities. This review must identify policy incentives and disincentives for implementation, and new and existing opportunities in both the formal and informal economy.
- Encourage new programme offerings in the form of learnerships where this is practicable, and to set targets for achieving these.
- Propose a process that picks up economic and social signals from the external environment that can serve as a strategic guide to the development of course and programme offerings.
- Collaborate in developing an advocacy and marketing strategy that aims to build a parity of esteem of vocational education and training with academic learning.

## 7.2 Coordinated impact through collaborative partnerships

A number of public FET (5) and Higher Education (3) institutions in the Western Cape have taken the decision to establish a legal entity, proposed to be called a Centre for Extended Learning (CEL), that would broker training in the workplace by these institutions, thereby better enabling these institutions to respond to workplace training needs.

The CEL plans to focus on promoting best practice and introducing a quality standard as it tenders for large scale skills training opportunities, including learnerships and skills development programmes, which are beyond the scope of any one public education and training institution. In addition to this, the CEL will actively broker capacity for comprehensive training programmes across ABET, FET and HE bands to public and private industry and business sectors.

## 7.3 Broadening of Access and Expansion of Delivery

Access is a term used to cover the range of activities and programmes that provide a foundation in particular disciplines (e.g. Mathematics, Physics, Chemistry, Communication, Accounting etc) and an understanding of the learning process (Life skills, Cognitive Skills) in order to gain access to and to succeed in Higher Education programmes in Science, Engineering and

Technology. Access also describes providing a foundation in particular subjects to enable adults and school leavers to gain access to learnerships and/or on-the-job training. Access programmes also enable school leavers and young adults to improve their school leaving results in order to undertake further study (matriculation re-writes).

The concept and delivery of access programmes is not new to the Western Cape, for example, the Access Programme initiated at the Peninsula Technikon and the LEAF Programme were both started in 1992 and continue to operate with LEAF as part of False Bay College. The other 5 FET colleges should look to set targets for enabling access to students who would not be admitted through the usual route. In addition, many HE institutions have been offering bridging, foundation, introductory courses for many years. An additional aspect is that the FET colleges have traditionally focused on school-leavers. FET colleges need to encourage far more mature learners to enrol through them.

## 7.4 Maximising the use of FET Sites and Venues

The policy environment of FET colleges requires them to also focus on meeting community learning needs. The vision of “24/7” (open 24 hours for 7 days a week) is one that optimally utilises learning resource centres with libraries, and student support services for students of all ages and needs, and might best be implemented through the collaboration of a range of stakeholders. Using colleges in this way has massive logistical and financial implications but which should be explored with the social partners.

### **Recommendation 10 – FET colleges**

FET colleges are critical to HRD in the province and they need to develop rapidly to meet this mandate in a manner that responds to economic and social opportunities. They must develop the knowledge-based training needed in society, as has happened in many other countries. Government has given a clear policy commitment to develop the FET sector, and this needs implementation.

#### **(i) Leadership development**

College CEOs should have the status that they require so as to lead. They are beginning to organise themselves in a forum and this should be given the appropriate status.



**(ii) FET Colleges Advisory Forum**

An Advisory Forum on FET College Sector that includes the social partners and that has links to private and public sector bodies, should be formed to advise on best ways to fast track the optimal development of the colleges.

**(iii) Advocacy**

An advocacy and marketing campaign is needed so that the public at large as well as a range of roleplayers better understand the FET college mandate. This should include building parity of esteem of vocational education and academic education.

**(iv) Brokering service based relationships**

The effective development of the CEL should be supported to enhance possibilities for FET colleges to build new relationships with HEIs, with the economy and with one another through delivering training contracts.

## 8. Higher Education

Higher education is the best resourced component of the education and training system, and therefore has important contributions to make to the strengthening of the education and training system as a whole. There are 5 higher education institutions in the Western Cape, which are important provincial assets. They are already making important contributions to the life of the province and more needs to be done to engage HEIs systematically in the growth and development of the province. The HEIs present an important economic opportunity as they are net importers of students. Higher education is a national competence and the 5 higher education institutions in the Western Cape have fairly recently been giving more attention to their collective roles in the Province, following engagement in the Learning Cape Festival. The Cape Higher Education Consortium (CHEC) is a facilitating structure for the 5 HEIs.

The four goals of Higher Education are to,

- Promote equity of access and fair chances of success
- Meet national development needs through well-planned teaching, learning and research programmes, including the challenges presented by a growing economy operating in a global environment
- Support a democratic ethos and culture of human rights through educational programmes and practices conducive to critical discourse and creative thinking
- Contribute to the advancement of all forms of knowledge and scholarship, in particular, addressing the diverse problems and demands of the local, national, southern African and African contexts.

*(White Paper, Transformation of Higher Education & the National Plan for HE)*

Whilst some progress has been made in relation to these goals, there are still significant challenges. These include, the need to redress race and gender imbalances, to increase access to mature learners, to increase the number of graduates especially in areas where there are scarce skills, to improve the

quality of provision, to ensure that all students who enter HE have an equal chance to succeed, to increase research outputs, to redress imbalances in staff profiles, and to enhance responsiveness to regional development.

In 2001<sup>8</sup>, there were just over 70 000 headcount enrolments in the 5 HEIs, and this represents 11% of national enrolments. Of these, just under 50 000 were in the 3 universities and a further 21 000 in the soon to be merged technikons. Enrolments by race and gender show that African enrolments from a national perspective were highly under-represented, forming only 32% of provincial enrolments as opposed to 60% nationally. In relation to gender, women in the province are in a majority at 51% but this is slightly below the national figure of 53%.

It is important to disaggregate enrolment patterns by race *and* gender, and by qualifications level and by field of study in order to identify hidden underlying patterns. Numerous studies and reports indicate that black and women students are under-represented at the higher qualifications levels and in those fields in which they have traditionally been marginalized. For example, African students have traditionally been under-represented in the various Design Fields, Financial Management, Allied Health Sciences, Film and Media, Fine Arts, Actuarial Sciences, Built Environment programmes such as Architecture and Information Technology.

A crucial factor of HE in contributing effectively to HRD, is the relevance of its products in terms of the fields of study in relation to the needs of regional development and the labour market, especially in the scarce skills areas. In 2001, 38% of Western Cape enrolments were in Science, Engineering and Technology (SET), 22% of enrolments were in Business, and 39% were in Humanities and Social Sciences.

### **8.1 Establish closer relationships between HE and provincial growth and development needs**

Regular opportunities are needed for interaction with social partners to facilitate more effective planning in regard to high level education and training programmes and research, and regional responsiveness as a whole. Incentives need to be explored for ways to achieve adequate levels of social responsiveness from the HEIs. A forum of HEIs and key stakeholders should be established and its functions might include framing and prioritizing

government and private sector support and incentives, identifying research activities such as developing a benchmarking tool for responsiveness, sharing and disseminating information, collaborating in identifying how HE qualifications are valued, and guiding programme alignment with regional growth and development priorities.

### **8.2 Facilitate entrance into higher education and particular fields of study**

A key consideration is to determine optimal outputs by field of study at institutional and regional level and further investigation of graduation rates by gender, race and gender, field of study and qualifications levels should form part of the more detailed future research, and monitoring and evaluating provincial provision.

### **8.3 Promote a “one-stop-shop”**

There is a need for better information and guidance to the public about HE education and training opportunities, bursaries, labour market information, implementation of Recognition of Prior Learning (RPL) etc. (This is a need covering all sectors and prospective learners at the range of levels and ages.)

### **8.4 Develop partnerships and innovation in selected high technology bands**

There are distinct national policy and global economic imperatives that favour research partnerships between higher education and industry. Such partnerships are believed to meet the knowledge and technology needs of industry to assist enterprises to become more efficient, competitive and innovative, and at the same time, to stimulate the production of new knowledge in the context of application or problem solving, to meet the needs of higher education researchers. Private sector contributions to research and development are low compared to other countries therefore it needs to be encouraged to contribute more to these activities.

#### **Recommendation 11 – Higher Education**

##### **(i) HEI Forum**

The HEIs are a major asset in the Province and there needs to be regular interactions with key stakeholders. To this end a forum should be established of stakeholders, including labour, FET, government, WCED, the private sector, to look at provincial needs

and how to deliver on them collaboratively. This forum should devise a benchmarking tool for better understanding how to improve the responsiveness of provision.

**(ii) HEIs as a provincial resource**

The 5 HEIs need to be recognized by government and the private sector as playing a leadership role in mentorship and human resource development in the Province, including training for the public sector. An investigation is needed to find out what is inhibiting effective interactions between workplaces, SETAs, government and HEIs, and develop proposals to this regard. The development of partnerships for innovation and development must be encouraged by government and the private sector.

**(iii) Audit of provision**

An audit is needed of what HEIs are delivering in relation to the provincial growth and development requirements.

**(iv) One-stop-shop**

Access and equity to HEIs needs to be enhanced through improved information and guidance and the feasibility of a one-stop-shop for the public should be investigated. This should include access to RPL services.

**(v) Improving portability**

Portability between FET, particularly from the college sector, and HEIs needs to be encouraged.

## 9. Sector Education and Training Authorities (SETAs) & Workplace Learning

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The Sector Education and Training Authorities are institutions that have been specifically constituted to promote the development of skills training and human resource development at the workplace. There are major difficulties being experienced with the delivery of their skills development mandate which seems to relate, in part, to the lack of synergy between the Departments of Education and Labour and bureaucratic red-tape that has developed in the operationalisation of the skills development strategy. Despite being confronted with a number of systemic challenges, the SETAs are at the interface between labour supply provisions and labour demand needs.

Twelve of the 25 SETAs, established by the Skills Development & Levies Acts (1998 & 1999 respectively), have offices in the Western Cape, mostly at the level of provincial managers, and at least two SETAs, Transport (TETA) and Clothing, Textiles, Leather & Footwear (CTLF SETA), have the national office of one of their chambers in the province, Maritime and Clothing respectively. One SETA, the MAPPP has its national office in the Province. The Act does not make provision for provincialisation and the majority of SETAs have in fact decided to limit de-centralisation, partly because of the costs involved. SETAs are limited to a maximum of 10% of the 1% levy for administration costs. This situation impacts on the SETA's provincial linkages in a number of ways. For example, SETAs have mostly not disaggregated their Sector Skills Plans (SSP) to a provincial analysis. Workplace Skills Plans (WSPs) inform the SSP but these are not analysed in relation to provincial growth and development priorities so that there are no SETA-specific provincial skills plans. The provincial offices of the Department of Labour develop a Provincial Skills Development Plan but currently, this is to plan for and report on the training it supports of the unemployed and retrenched in, for example, Social Development Initiatives, and projects such as Working for Water (DWAF) and with Correc-

tional Services. This type of institutional arrangement inhibits the SETAs' provincial offices' capacity to hold companies accountable for, and in fact monitor, their training in relation to their WSPs.

SETAs face a number of challenges, and a sketch of these would include:

- There is in general a satisfactory level of legislative compliance of large and medium sized companies but not so with small and SMME workplaces
- Provider accreditation is a long and bureaucratic process
- There is limited public awareness about skills development, even at workplaces where Training Committees are established
- Some workers, such as contract and freelance workers, retrenched and unemployed workers, seem to fall outside of the skills development framework
- Learnership provision is a key priority. A number of SETAs are still managing apprenticeships, and the section 28 trade tests are also continuing.

The table opposite indicates the agreements reached at the national GDS, and the provincial targets in as far as SETAs have gone to identify them.

### 9.1 Implementing learnerships & other workplace learning

This is a national priority and the bureaucracy must be unblocked to allow resources to flow. In most sectors, small and SMME workplaces are keen to implement training but require support to do so, especially with the paper work and procedures of managing learners, and for the non-core aspects of the training. One model that needs further exploration and that builds the SETA relationship with public providers is to support FET colleges to provide the administrative support and to provide the non-core generic aspects of the training.

### 9.2 Institutionalisation of SETAs in the Province

Some of the impediments to SETAs involvement in provincial structures and processes are structural and can only be resolved through a national process. But there remains a need for SETAs to link and relate to provincial processes around skills identification and development issues, and to share information about learnerships & other training opportunities, accredited providers, grants and funding opportunities, and signals about labour market opportunities.

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	

... continued over

**Table: Provincial learnership GDS targets, & a sample of current provision**

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 unemployed 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 unemployed, NQF L4: 153 employed, 28 unemployed
POSLEC	300	Provincial targets are not to be identified	
<b>TOTAL</b>	<b>72 908</b>		

### 9.3 Recognition of Prior Learning (RPL)

The South African Qualifications Authority defines RPL in the following way, “RPL means the comparison of the previous learning and experience of a learner howsoever obtained against the learning outcomes required for a specified qualification, and the acceptance for purposes of qualification of that which meets the requirements.”

The SAQA RPL Policy proposes the following strategic framework for implementation,

- An audit of current practice
- The development of detailed sector-specific plans

- Capacity building of resources and staff
- The design and moderation of appropriate assessment instruments and tools
- Quality management systems and procedures
- The establishment of a research base

### 9.4 Valuing & recognising workplace learning

The Skills Development & Levies Acts intend for training and development to be linked to the strategic priorities of enterprises so that these interventions impact positively on their outputs (profitability, competitiveness and so on). Within such a policy environment, staff is a resource and an asset to be developed for growing the enterprise. In practice however, training and development interventions are in general not translating to improved conditions for workers (benefits, remuneration, grading), and this impacts negatively on staff morale in general, and undermines the legislative intention of encouraging learning.

#### **Recommendation 12 – SETAs and workplace learning**

##### **(i) Learnership and other provision**

The current blockages that are preventing resources from supporting training provision must be identified and resolved. This will enable increased high quality provision that might be supported through incentives such as public recognition of the most effective programmes. The expansion of learnership is a priority and FET colleges have a key role to play in this regard. The Province should ensure that it achieves the provincial targets agreed to at the Growth & Development Summit.

##### **(ii) Institutionalising the SETAs in the province**

The SETA’s role in the Province should be consolidated through their integration into a number of structures, e.g. sector clusters, the Department of Labour’s Provincial Skills Development Forum, FET colleges etc.

##### **(iii) Recognition of Prior Learning Strategy**

RPL is a cross cutting issue, and a provincial implementation strategy should be developed within the HR&SD Strategy. This should include a feasibility study for establishing more coordinated services for RPL across levels, fields and sectors.

# Annex 1

## Recommendations

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### **Recommendation 1 – Towards the Learning Cape**

#### 1(i) Benchmarks for a Learning Cape

It is necessary to set targets and develop indicators for measuring and monitoring progress towards the Learning Cape, which include socio-economic indicators and those relating to the quality of education and training. The indicators are to help stakeholder organisations, sectors and the learning province as a whole to measure and to monitor progress and performance. Monitoring would be done continuously with an annual public accounting of progress reported to all stakeholders.

#### 1(ii) Data Collection and Information Flow

Collection, analysis, management and dissemination of information is critical to inform the full spectrum of stakeholders of economic and social trends and opportunities. These would be developed in alignment with targets and indicators as suggested above. A range of users might access this information that in turn may be packaged for different purposes such as career guidance to prospective learners and entrepreneurs.

#### 1(iii) Annual Review of Progress

There is an annual review of progress towards the Learning Cape, involving the social partners.

#### 1(iv) Learning Cape Festival (LCF)

The Learning Cape Festival, which has run for 2002 and 2003, becomes a vehicle for Provincial Government and social partners to support the development of the Learning Cape as an annual opportunity to review, showcase, advocate, promote and celebrate learning opportunities and achievements.

#### 1(v) The Learning Cape Initiative

The HR&SD Strategy should be institutionalised so as to ensure its implementation, raise issues and matters as is appropriate, and in general monitor and report on its progress. A Learning Cape Initiative should be established

with the social partners. Additional roles could be to host the annual Learning Cape Festival, develop and set benchmarks for a learning province, manage a good information system that can provide signals of supply and demand, and other roles as they are identified.

### **Recommendation 2 – Labour Market: developing a reliable information base**

A reliable information base is developed of the socio-economic situation in the Province and this is updated regularly to inform planning. Regular contact between the social partners and education and training providers at all levels is facilitated to share information on economic, social and demographic trends, to network and co-plan for human resource development in the Province.

### **Recommendation 3 – Early Childhood Development**

#### 3(i) Establishing an ECD Task Group

There needs to be a clear and unambiguous recognition by Government of the importance of ECD. A Task Group on ECD should be appointed with clear ToR, timeframes and guidelines in order to develop specific proposals on: attainment of more effective interdepartmental collaboration; targets for roll out of ECD services to increasing numbers of 0-5 year olds over the next 10 years; use of replicable models which have been developed by social partners including a model for financing and delivery; improving the status of ECD and the educators in the field; and effective mechanisms for delivery of nutritional programmes to all ECD facilities in need.

#### 3(ii) Advocacy and public education

An advocacy campaign is mounted of the importance of ECD and this should be supported with a public education programme directed to parents, employers, teachers, child-minders and others, on their roles and responsibilities in relation to the education, safety and well being of all children, including those impacted by AIDS. This public education programme should be driven by a coalition of social partners and financed by government, business and other agencies.

### **Recommendation 4 – Grade R Access**

There is strong support for government policy that says that all 5-year-olds to be in Grade R by 2010. Provision will effectively need to double to accommodate all 80 000 5-year-olds from current levels of 27 000 in the public system and a further 14 000 in NGO provision.

## Recommendation 5 – GET grades 1 to 9

Improvement of quality in this band is the most important intervention to improve schools and build a culture of learning and teaching. Increased provision and retention of learners in the system is an overarching priority. The poor quality of programmes currently offered means that learners leave the GET band without the language and mathematics skills that are the foundation of all learning, and this hinders learners' ability to progress and succeed in further learning and work contexts.

To remedy this situation, more time should be spent on teaching and learning, classroom and school management must improve, and schools must spend their allocations on readers and textbooks.

A number of critical issues must be emphasised to support improved scholastic performance:

- a) The **organisational culture of schools** needs to change to one that emphasises the basic values that will improve teaching and learning. Improved discipline is an important condition for this, and the WCED needs to find ways to monitor this. Communities have an important role to play in ensuring that schools are delivering on their mandate, and the WCED should encourage such participation.
- b) **Teachers** must better understand their roles and responsibilities in this regard, and they should be validated and sanctioned accordingly.
- c) School **principals** should be empowered to run their schools and the WCED should work more closely with them, training and developing principals, and rewarding them with appropriate incentives. The WCED should work with a range of partners to develop appropriate training programmes and these should focus on changing the culture of the schools by building the leadership, as successful schools are generally led by successful leaders. It is imperative to look on principals as leaders and apart from the teaching body, and their conditions of service should reflect this, for example, a 3 to 5 year tenure with review. Principals should therefore be publicly recognised as central to promoting the core values of teaching and learning in society. A high profile Premier Leadership Initiative for Schools should be established to assist the province to develop the school principals programme.

## Recommendation 6 – Mathematics teaching and learning

### 6(i) Improving mathematics teaching & learning

- a) The WCED needs to consolidate and expand access to the 12 existing specialist schools to maximise their potential for quality and HG throughput through allocating extra and appropriately qualified and experienced teachers. Some of these schools do not have HG teachers and one option might be to build partnerships with schools that are succeeding so that teachers from these well resourced schools might assist the 12 schools.
- b) The WCED should strengthen arithmetic/mathematical concepts in the foundation & intermediate phases for all learners through developing teachers and providing appropriate textbooks.
- c) The WCED should monitor and report to government and communities on mathematics performance through the grades 3 & 6 testing, and the grade 12 output.

### 6(ii) Audit & take stock

An audit study needs to be undertaken to take stock, and look at all the interventions that have taken place in mathematics education so as to see what has worked, or not, and why. This will inform on best ways to intervene to improve performance.

### 6(iii) Mathematics Education Task Group

Clear and unambiguous recognition should be given by Government that mathematics teaching and learning is of paramount importance to the future development of the Province by appointing a Ministerial Task Group, lead by a prominent person, to evaluate current programmes and provision, and to ensure that a programme is provided for the intermediate and foundation phases for teachers to engage with mathematics concepts. It should set targets for improvement and should work with social partners to make recommendations to government.

## Recommendation 7 – ICT provision

The introduction of IT literacy in all learning programmes at all schools and other learning sites, such as, workplaces, communities, and colleges must be fast tracked and the implications for such provision must be shared with social partners where appropriate.

## **Recommendation 8 – Languages, teaching and learning**

Expert advice, building on previous work done by Government and other bodies, must be sought in order to train teachers in particular subject domains and to ensure language proficiency of learners.

## **Recommendation 9 – Adult Basic Education & Training**

### **Task Group**

ABET is critical to economic and social development and to building a lifelong learning culture. To assert Government's commitment, an inter-sectoral Task Group to be appointed on ABET with clear ToR, timeframes and guidelines in order to develop specific proposals on: attainment of more effective interdepartmental collaboration; development of inter-sectoral partnerships and targets for ABET services over the next 10 years; advocate for improving the status of ABET and for ABET educators; apply replicable models of provision, including a model for financing and delivery; investigate the possibilities for developing safe, local multi-purpose learning spaces in communities.

## **Recommendation 10 – FET colleges**

FET colleges are critical to HRD in the province and they need to develop rapidly to meet this mandate in a manner that responds to economic and social opportunities. They must develop the knowledge-based training needed in society, as has happened in many other countries. Government has given a clear policy commitment to develop the FET sector, and this needs implementation.

### **10(i) Leadership development**

College CEOs should have the status that they require so as to lead. They are beginning to organise themselves in a forum and this should be given the appropriate status.

### **10(ii) FET Colleges Advisory Forum**

An Advisory Forum on FET College Sector that includes the social partners and that has links to private and public sector bodies, should be formed to advise on best ways to fast track the optimal development of the colleges.

### **10(iii) Advocacy**

An advocacy and marketing campaign is needed so that the public at large as well as a range of roleplayers better understand the FET college mandate.

This should include advocacy that builds the parity of esteem of vocational education and academic education.

### **10(iv) Brokering service based relationships**

The effective development of the CEL should be supported to enhance possibilities for FET colleges to build new relationships with HEIs, with the economy and with one another through delivering training contracts.

## **Recommendation 11 – Higher Education**

### **11(i) HEI Forum**

The HEIs are a major asset in the Province and there needs to be regular interactions with key stakeholders. To this end a forum should be established of stakeholders, including labour, FET, government, WCED, the private sector, to look at provincial needs and how to deliver on them collaboratively. This forum should devise a benchmarking tool for better understanding of how to improve the responsiveness of provision.

### **11(ii) HEIs as a provincial resource**

The 5 HEIs need to be recognized by government and the private sector as playing a leadership role in mentorship and human resource development in the Province, including training for the public sector. An investigation is needed to find out what is inhibiting effective interactions between workplaces, SETAs, government and HEIs, and develop proposals to this regard. The development of partnerships for innovation and development must be encouraged by government and the private sector.

### **11(iii) Audit of provision**

An audit is needed of what HEIs are delivering in relation to the provincial growth and development requirements.

### **11(iv) One-stop-shop**

Access and equity to HEIs needs to be enhanced through improved information and guidance and the feasibility of a one-stop-shop for the public should be investigated. This should include access to RPL services.

### **11(v) Improving portability**

Portability between FET, particularly from the college sector, and HEIs needs to be encouraged.



## Recommendation 12 – SETAs and workplace learning

### 12(i) Learnership and other provision

The current blockages that are preventing resources from supporting training provision must be identified and resolved. This will enable increased high quality provision that might be supported through incentives such as public recognition of the most effective programmes. The expansion of learnership provision is a priority and FET colleges have a key role to play in this regard. The Province should ensure that it achieves the provincial targets agreed to at the Growth & Development Summit.

### 12(ii) Institutionalising the SETAs in the province

The SETA's role in the Province should be consolidated through their integration into a number of structures, e.g. sector clusters, the Department of Labour's Provincial Skills Development Forum, FET colleges etc.

### 12(iii) Recognition of Prior Learning Strategy

RPL is a cross cutting issue, and a provincial implementation strategy should be developed within the HR&SD Strategy. This should include a feasibility study for establishing more coordinated services for RPL across levels, fields and sectors.

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## Endnotes

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7. Research paper commissioned by Task Team, “FET Institutions”, Needham et al.
8. This data is based on HEMIS 2001, and more recent data can be obtained directly from the institutions or from HEMIS 2002 so as to better assess the extent of changes in race and gender profiles over the last two years.

## Annex 3

### Acronyms

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ABET	Adult Basic Education & Training
CEL	Centre for Extended Learning
CHEC	Cape Higher Education Consortium
COSATU	Congress of South African Trade Unions
DoL	Department of Labour
ECD	Early Childhood Development
FET	Further Education & Training
GDS	Growth & Development Summit
GET	General Education & Training
HEI	Higher Education Institutions
HG	Higher Grade
HR & SD	Human Resources & Skills Development
LCF	Learning Cape Festival
NBI	National Business Initiative
NCOP	National Council of Provinces
NCS	National Curriculum Statements
NSDS	National Skills Development Strategy
NQF	National Qualifications Framework
PAWC	Provincial Administration of the Western Cape
PGDS	Provincial Growth and Development Summit
PSDF	Provincial Skills Development Forum
RPL	Recognition of Prior Learning
SADTU	South African Democratic Teachers Union
SAQA	South African Qualifications Authority
SETA	Sector Education & Training Authority
SG	Standard Grade
SSP	Sector Skills Plan
ToR	Terms of Reference
WCED	Western Cape Education Department
WSP	Workplace Skills Plan

## Annex 4

### Contributors and the Process to develop the HR&SD Framework

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Over the three month period, the Task Team held four two-hour planning and commissioning meetings, one eight-hour workshop that developed the recommendations, one small group meeting that finalised this report, and one press conference held with the Ministers to release the findings of the report to the public. Despite members extremely busy schedules, attendance was close to 100 per cent at these meetings. Because of the time constraints the Task Team drew on existing research by commissioning new questions that researchers asked to their own research findings. Researchers and other contributors worked under immense pressure over a four- to six-week period.

#### Economy & Labour Market

This group met three times.

Stef Coetzee (Univ of Stellenbosch), Tony Ehrenreich (COSATU), Don Pasquallie (SADTU), Paul Lundall (DPRU, UCT, researcher), Joshua Wolmarans (PDC), Albert Van Zyl (PAWC, Treasury), Nigel Gwynne-Evans (PAWC, Economic Development & Tourism)

#### General Education & Training

Penny Vinjevold (WCED), Francis Wessels (researcher)

#### Adult Basic Education & Training

This workshop debated a report prepared by the researchers who had interacted extensively in the sector to prepare their report.

Noel Daniels & Billy Balie (e-Agency researchers), André Damon (WCED), Bev May (Cape Town City Libraries Literacy Interest Group), Rodney Adams (Noordhoek Valley Training Centre), Denise Damon (Women on Farms Programme), Lin Helme (SHARE/Adult Learning Forum WCape)

#### Early Childhood Development

Linda Biersteker (ELRU)

#### Further Education & Training

A small group co-ordinated interactions in this sector, including hosting a workshop with the FET College CEOs, and mandating the researchers' work.

Zozo Siyengo (WCED), Cassie Kruger (False Bay College), Chops Fourie (Boland College), Jannie Isaacs (College of Cape Town), Leon Beech (Northlink College), Osma Jooste (West Coast College), William Holtshousen (South Cape College), Martin Mulcahy (SAQA), Francis Wessels & Seamus Needham (researchers)

### **Higher Education**

The Task Team drew on individual researchers and on a workshop of representatives from the 5 HEIs for preparing this section.

Naledi Pandor (NCOP), Judith Favish & Doug Pitt (UCT), Brian Forbes & Rob Woodward (Cape Technikon), Dave Bleazard & Adrian Strydom (Peninsula Technikon), Antoinette Tolken-Smith & Jan Botha (Univ of Stellenbosch), Jim Leatt (CHEC), Shirley Walters, George Subotzky & Tahir Wood (UWC), Glenda Kruss (HSRC)

### **Round Table Discussion Group on HE and FET Responsiveness**

Franklin Sonn (Task Team chairperson), Johan Tromp (facilitator), Shirley Walters (UWC), Judith O'Connell (NBI), Nico Cloete (CHED), Ossie Franks (Peninsula Technikon), Zozo Siyengo (WCED), Jannie Isaacs (College of Cape Town), Mel Hagen (Cape Technikon)

### **SETAs & workplace learning**

Three workshops were held and information was gathered through these and a short questionnaire.

Workshopping with,

Siyanda Zondeki & Carol Levendal (Department of Labour), Tony Ehrenreich & Mike Louw (COSATU), Desi Angelis (Dept of Economic Development), Andre Manuel (CETA), Janina Martin (CHIETA), Priscilla David (CTFL), Lieza Blom (INSETA), Benjamin Motlhabane (ISETT SETA), Sedick Jappie (LGWSETA), Sharon Clelland (MAPPP SETA), Sheryl Pretorius (MERSETA), Nerina-Lee Khan (Services SETA), Desmond Baardtman (TETA)

Telephonic and electronic contact with,

Bank SETA, DIDTETA, ESETA, ETDP, FASSET, FIETA, FoodBev SETA, HWSETA, MQA, PAETA, POSLEC SETA, PSETA, SETASA, THETA, W&R SETA