

## DEPARTMENT OF HIGHER EDUCATION AND TRAINING

NO. 621

03 JUNE 2016

**CALL FOR PUBLIC COMMENTS ON THE DRAFT POLICY: "BUILDING AN EFFECTIVE AND INTEGRATED CAREER DEVELOPMENT SERVICES SYSTEM FOR SOUTH AFRICA"**

I, Bonginkosi Emmanuel Nzimande, MP, Minister of Higher Education and Training, hereby publish the *Draft Policy: "Building an effective and integrated career development services system for South Africa"* for public comment.

The full document is also available on the website of the Department of Higher Education and Training ([www.dhet.gov.za](http://www.dhet.gov.za)).

All interested institutions, persons and organisations are invited to comment on the draft policy. Comments should be submitted no later than 60 days from the date of publication of this notice.

Comments in writing should be directed to Ms Salome Mashabela, email address: [Mashabela.S@dhet.gov.za](mailto:Mashabela.S@dhet.gov.za), Telephone: 012 312 5310. The name, address, telephone number, fax and email address of the person and organisation responsible for submitting comments must also be provided.

**DR BE NZIMANDE, MP****MINISTER OF HIGHER EDUCATION AND TRAINING****DATE:** 06/05/2016

# DRAFT POLICY: BUILDING AN EFFECTIVE AND INTEGRATED CAREER DEVELOPMENT SERVICES SYSTEM FOR SOUTH AFRICA

---

FOR PUBLIC COMMENT

## TABLE OF CONTENTS

PREAMBLE .....	i
BUILDING AN EFFECTIVE AND INTEGRATED CAREER DEVELOPMENT SERVICES SYSTEM FOR SOUTH AFRICA.....	1
INTRODUCTION .....	1
PURPOSE OF THE POLICY .....	2
HOW IS THE POLICY ORGANISED.....	2
CONCEPTUAL FRAMEWORK .....	5
International Context.....	5
The South African Context.....	6
Current Career Development Services System Directives and Initiatives .....	7
Rationale for the Career Development Services System Policy.....	10
Coordinating the Career Development Services System in the Country .....	13
Literature Review .....	14
Conceptual Framework for the Career Development Services System .....	15
BASIC ASSUMPTIONS.....	16
Assumption 1: Behaviour is Contextual .....	16
Assumptions 2 and 3: Working collaboratively in a common approach to Planning .....	17
Vision of Career Development Services .....	17
Mission.....	17
Terminology .....	18
Principles underpinning the provision of Career Development Services .....	19
STRATEGIC INTENT .....	21
STRATEGIC POLICY THEMES .....	21
Career Development Services across the Lifespan of an Individual .....	21
A Single, Coherent and Coordinated Career Development Services System .....	24
Creating an Enabling Environment for Career Development Services.....	26

Coordination and Leadership .....	27
EVIDENCE BASE FOR POLICY MAKING AND IMPLEMENTATION.....	28
SYSTEMATIC EVALUATION .....	28
POLICY GOALS .....	29
Systemic Policy Goals .....	29
Individualised Policy Goals .....	30
Policy Instruments/Mechanisms.....	30
IMPLEMENTATION.....	36
Implementation Challenges.....	36
Individualised Challenges/Opportunities .....	36
Systemic Challenges/Opportunities .....	37
FUNDING CAREER DEVELOPMENT SERVICES .....	44
CO-ORDINATION AND STRATEGIC LEADERSHIP .....	45
ASSESSING THE EFFECTIVENESS OF CAREER DEVELOPMENT SERVICES .....	45
WAY FORWARD .....	46
CONCLUSION.....	46
REFERENCES .....	48
APPENDIX 1 .....	50
CONSULTATION PLAN .....	50
APPENDIX 2 .....	51
Current Initiatives / Activities of Government Departments / entities / in providing Career Development Services .....	51
APPENDIX 3 .....	65
FINANCIAL INFORMATION .....	65
APPENDIX 4 .....	66
ACRONYMS USED IN THIS DOCUMENT.....	66

## PREAMBLE

The Constitution of South Africa was adopted “so as to: heal the divisions of the past and establish a society based on democratic values, social justice and fundamental human rights.” It also sought to “Improve the quality of life of all citizens and free the potential of each person”. Amongst its foundational values are: “Human dignity, the achievement of equality and the advancement of human rights and freedoms as well as “non-racialism and non-sexism.”<sup>1</sup>

The Bill of Rights embedded in the Constitution also indicates responsibilities and limitations associated with those rights viz. “All citizens are...equally entitled to the rights, privileges and benefits of citizenship; and are equally subject to the duties and responsibilities of citizenship.”

All South Africans are not only obliged to adhere to the prescripts of the Constitution but are also expected to promote its principles and intentions in the manner in which they participate in the interdependent social, political, economic, ethical, legal, personal, community, family, and cultural domains of their lives.

The Constitution also stipulates that “Every citizen has the right to choose their trade, occupation or profession freely” and also that the “practice of a trade, occupation or profession may be regulated by law.” In relation to access to information the Constitution establishes that “everyone has the right of access to: any information held by the state; and any information that is held by another person and that is required for the exercise or protection of any rights.”

The right to choice of trade, occupation or profession and the right of access to information are of particular importance to Career Development Services.

---

<sup>1</sup> Constitution of the Republic of South Africa, Act No. 108 of 1996

## **BUILDING AN EFFECTIVE AND INTEGRATED CAREER DEVELOPMENT SERVICES SYSTEM FOR SOUTH AFRICA**

### **INTRODUCTION**

The performance agreement and outcome five that the Minister of Higher Education and Training signed with the President in 2010 with regards to outcome five, namely the development of a “skilled and capable workforce to support an inclusive growth path” with the associated output 5.1 dealing with the development and implementation of a standardised framework for cooperation on the provision of career guidance and information services in the country mandated the Minister of Higher Education and Training to coordinate career development in the country. The delivery agreement associated with this output includes the Ministers of Basic Education, Social Development and Labour as signatories.

Each department has furthermore the specific responsibility to coordinate and manage career development activities in the sector they are responsible for through specific legislative and policy mandates. Provincial departments, local government, organisations and institutions are also conducting career development activities in various forms.

On 19 February 2014 Cabinet approved the development of a National Career Development Services Policy, implementation strategy and consultation process across all spheres of government. It noted that a coordinated career development service is urgently needed to ensure that youth, students, under-employed workers and unemployed citizens have access to quality career information and career services. This will enable them to make better and more informed career choices that deliver higher levels of employment and help to increase sustainable economic growth in the country.

## **PURPOSE OF THE POLICY**

This policy has a national footprint that spans National Government Departments, and also directs implementation at provincial and local government levels. Its purpose is to:

- emphasise the role of government in ensuring that all citizens are assured access to comprehensive and integrated career development services to make informed career and learning decisions;
- provide a framework for the strengthening and continuity of leadership regarding career development services in South Africa;
- provide a framework for cooperation and collaboration at all levels of government, as well as with non-governmental organisations (NGOs) and the private sector, to ensure transparency and ease of access to career services that are geared to meet the needs of a diverse range of citizens. It enhances implementation at all levels of Government within existing mandates and responsibilities and addresses weaknesses, overlaps and gaps in the current provision of career development services;
- identifies processes that stimulate regular review and systemic planning of career services; and
- provide specific directives for various aspects of the provision of career development services for the country.

## **HOW IS THE POLICY ORGANISED**

After extensive consultation at all levels, this policy was developed and organised around three main constructs that aim to provide a logical argument for the development of an integrated, coordinated and collaborative Career Development Services System in the country.

The Policy document is organised as follows:

1. Conceptual Framework;
2. Strategic Intent; and
3. Implementation.

In short, the conceptual framework provides an overview of the international context

and includes a brief description of the South African context and career development services initiatives that are already in progress. It argues the rationale for the Career Development Services System Policy and the coordination thereof in the country. It also presents the vision and mission of Career Development Services, outlines the key terminology used in Career Development Services and the principles underpinning the policy.

Emanating from the conceptual framework, the next section clearly states the strategic intent of the policy. It outlines the individualised and systemic challenges and opportunities of Career Development Services in the country. From this it formulates both individualised and systemic policy goals.

The section on strategic intent furthermore identifies five strategic policy themes, viz.:

- career development services across the lifespan of an individual;
- improving access to career development services;
- a single, coherent and coordinated Career Development Services System with the different roles and responsibilities;
- an enabling environment for career development services to take place; and
- coordination and leadership in career development services.

The section concludes with the evidence base for policy making and implementation and specifically outlines the importance of systematic evaluation.

The last section provides a high level implementation strategy including implementation challenges. It formulates the policy instruments and mechanisms to be used in implementation. It furthermore addresses the issues of funding; co-ordination and strategic leadership; as well as assessing the effectiveness of career development services over the short, medium and longer term.



# SECTION 1

## CONCEPTUAL FRAMEWORK

---

## CONCEPTUAL FRAMEWORK

### International Context

This Career Development Services policy builds on best practice distilled from both local and international experience. It purposefully avoids “re-inventing wheels” and also ensures alignment and customisation within a South African career development environment.

Several countries’ career development systems and policies were considered. The most extensive study that was done by the OECD (2004) argues that the policy rationale for career development is threefold:

- **Learning goals** where individuals make decisions about what they are to learn in a well-informed and well thought-through way, linked to their interests, their capacities and their aspirations. This results in improving the efficiency of the education and training system and managing its interface with the labour market where well implemented, investments in education and training systems are likely to yield higher returns.
- **Labour market goals** including improving the match between supply and demand and managing adjustments to change. If people find jobs that use their potential and meet their own goals, they are likely to be more motivated and therefore more productive.
- **Social equity goals** including supporting equal opportunities and promoting social inclusion. It can raise the aspirations of disadvantaged groups and support them in gaining access to opportunities that might otherwise have been denied to them.

This policy has incorporated the lessons learnt from an international perspective into the strategic intent and implementation strategies of career development services.

### **The South African Context**

The South African Government prioritised addressing the challenges presented by rampant unemployment, poverty and inequality (SONA 2012, PoA 2010-2013, IPAP, NDP).

Addressing this triad of challenges requires an understanding of the dynamic relationship amongst education, the economy and society. Whilst it is accepted that various understandings of this relationship will unavoidably reflect several contesting theoretical and ideological perspectives, it is incumbent on any government to adopt a perspective that is congruent with Constitutional values, and the Rights of its citizenry. It is acknowledged that strengthening the South African education system and skills development system are the key components of the strategy to eradicate poverty and unemployment and inequality (Vally, S and Motala, E: 2014). In 2013, then Deputy President, Kgalema Motlante stated that “Economic productivity is the fruit of long-term investment in the national education system. Short of an education system, geared to the particular developmental needs of the country, we will be hard put breaking into high-level economic productivity that can extricate us from the intergenerational cycle of poverty.”

Vally and Motala (2014) emphasise that although investment in the holistic development of citizens is seen as a means for addressing South Africa’s economic and social challenges - not only in government but also in wider society most initiatives have focused narrowly on economic development and to a lesser extent on the wider developmental agenda of the state.

The positions expressed in this policy are congruent with the positions which the South African Government has articulated and delineated in its various related strategies, white papers, strategic and operational plans, legislation and regulations (for example the National Skills Development Strategy version 3 (NSDSIII), the Human Resources Development Strategy for South Africa (HRDSA), and the National Development Plan (NDP).

Note: Liberal use of suggestions, ideas, indicators, examples, research findings, discussions, proposals and guidelines contained in local and international publications that have a bearing on, and / or, could be linked to Career Development Services, has been made. The contribution of these to the conceptualisation and formulation of this Policy document is acknowledged and appreciated.

### **Current Career Development Services System Directives and Initiatives**

The provision of Career Development Services has been mandated through numerous legislation and policies at national, provincial, local and institutional levels (Appendix 2 gives a breakdown of current initiatives). Significantly career development is seen as a life-long activity and four departments play a significant role in providing career development services. The Department of Social Development drives the “increased acquisition by individuals and families of the knowledge, skills and values required for better living, made available through all educational channels, including the mass media, other forms of modern and traditional communication and social action, with effectiveness measured in terms of behavioural change”. Career guidance is an integral part of the National Curriculum Statement (Grades R-12) of the Department of Basic Education and in the White Paper for Post-School Education and Training (2013), Career Development Services (CDS) is an integral component of the post-school education and training system managed by the Department of Higher Education and Training. It points towards coordination and collaboration to develop a seamless service from pre-school level onwards that will ensure that people are able to make appropriate learning pathway and career decisions. Through the Skills Development Act (1998) the Department of Labour is mandated to register jobseekers and provide career guidance/counselling.

Other Departments are specifically mandated to provide career development services in the specialised field that they are operating in. A summary is provided in Appendix 2.

In 2010, a process of establishing a coordinated vision for career development for all the sectors commenced with the signing of a delivery agreement for Outcome 5 between the Minister of Higher Education and Training and an array of government departments. The delivery agreement required the completion of specific deliverables or outputs related to career development that the Department of Higher

Education and Training is accountable for fulfilling the leadership role for coordinated career development services for the country.

The '*Framework for Cooperation in the provision of Career Development (Information, Advice and Guidance) Services in South Africa*' (2013) provides a basis and starting point for the development of comprehensive CDS in the country. One of its objectives is that government, professional bodies, non-government organisations, statutory and non-statutory bodies, private organisations and education institutions all work together to provide collaborative and comprehensive career development services for the citizens of South Africa.

The document provides a framework for cooperation in providing career information, advice and guidance services in South Africa. It provides a vision for the future delivery of career advice services that are sustainable and that meet the needs of a wide range of users from the youth, to adults in work, including those who are out of work or facing career changes due to choice or redundancy. In specific it:

- serves as the basis and starting point for the development and implementation of a national career development policy for the country;
- emphasises the role of government in ensuring that all citizens are assured access to comprehensive and integrated career development services to make informed career and learning decisions;
- provides suggestions for the strengthening and continuity of leadership regarding career development services in South Africa;
- encourages cooperation and collaboration at all levels of government, as well as with non-governmental organisations (NGOs) and the private sectors, to ensure transparency and ease of access to career services that are geared to meet the needs of a diverse range of citizens;
- recommends stakeholder roles and responsibilities for different areas and aspects of career development services in the country;
- identifies processes that stimulate regular review and systemic planning of career services;
- makes specific recommendations for various aspects of the provision of career development services for the country; and
- suggests the way forward.

It identifies key areas in order to provide coordinated and integrated career services for the citizens of the country. These include:

- defining and establishing a national career advice service for the country;
- developing and implementing an advocacy and communication action plan for integrated career development services in the country;
- developing guidelines and protocols for partnerships in career development services;
- implementing a career development services research agenda for the country and the commissioning of initial research on international benchmarking and impact of the services;
- developing and implementing a competency framework for the provision of career development services, that is specific to the South African context, and in line with international standards;
- developing a national web-based career information system that includes labour market information;
- developing a framework for walk-in centres;
- establishing national and provincial career development fora to assist in the coordination of career development services; and
- supporting and regular monitoring of career development services activities (outputs and processes).

It is important to note that the pursuance of Career Development Services related outcomes in the Minister's Delivery agreement (2009 – 2014) led to the development of several key components of Career Development Services. Amongst these are:

- National Career Advice Portal (NCAP);
- Career Website and Mobi-site;
- Career Information Hub (authorised access limited to Career Development Services personnel);
- multi-channel Career Advice Helpline;
- print publications;
- support to district offices, institutions and organisation;
- support for a network of walk-in centres;
- career exhibitions and expos; and

- national annual campaigns, e.g. *Apply Now!* and Mandela Day Career Development Festival.

See **Appendix 2** for additional detailed information

### **Rationale for the Career Development Services System Policy**

The *White Paper for Post-School Education and Training (DHET 2013)*<sup>2</sup> provides significant support and direction for the provision of career development – as exemplified by the following (self-explanatory) quotes:

*“An important area of concern to both the schools and the post-school system is ensuring that all young people in the latter years of schooling (and those in their early years of post-school education) receive appropriate and adequate career guidance and advice. (Page 6)*

*Career counselling should be an integral component of the post-school education and training system. Improved career guidance at college level will help to ensure that students are able to make appropriate learning pathway and career decisions. This will complement career guidance at school level, as well as that offered through the career guidance initiatives of the DHET and other bodies. (Page 18)*

*There is also a need for career guidance and a communications strategy to build an understanding of the importance of foundational learning for planned careers. The DHET will continue to work with various partners to ensure that current career guidance initiatives are continued and expanded. (Page 71)*

*There has been significant progress in the development of a national, multimedia advisory service that serves the broad South African population, including those in rural areas, the poor and the disadvantaged. This work will continue to ensure that young people can make informed choices with regard to their studies and careers. It is essential that the DHET develops a close working relationship around career guidance with the Department of Basic Education to ensure that young people benefit while they are still at school. (Page 74)”*

---

<sup>2</sup> <http://tinyurl.com/magoz7r>

On the macro level it has been established that some of the major socio-economic challenges that South Africa faces relate to inequality, high levels of unemployment, over supply of low or unskilled workers, a shortage of high-skilled workers and large numbers of its population living in rural areas. South Africa is classified as an upper-middle-income developing country in terms of Gross Domestic Product (GDP) per capita. However, it is ranked as one of the most unequal economies in the world in terms of income distribution (South Africa's Gini-coefficient is 0.57)<sup>3</sup>.

The biggest economic challenge is unemployment. The official unemployment rate is about 25% and even more significant is the fact that about three-quarters (76%) of the unemployed report that they have been unemployed for one year and longer<sup>4</sup>. If the expanded definition of unemployment is applied, which includes workers who have given up hope and who are not looking for jobs anymore, the unemployment rate is about 36%<sup>5</sup>.

An important characteristic of South Africa's unemployment crisis is its concentration in the 15 to 34 age cohort. In aggregate, this age cohort represents 68%<sup>6</sup> of South Africa's unemployed. For individuals, the labour market and the pathway into it (through education and training) are key determinants of mobility out of poverty and inclusion into the formal economy. The provision of effective Career information, advice and guidance plays a critically important role in linking individuals to learning paths and to access routes into the labour market. It also plays a pivotal role in promoting a match between labour demand and supply and, ultimately, in increasing labour absorption.

Furthermore, the 'Environmental Scan of Career Advice Services in South Africa' (SAQA, 2012) asserted that it is evident that career development services are urgently needed in the country for youth, students, underemployed workers and unemployed citizens to help them navigate their career development paths through the complex array of opportunities and possibilities in order to increase sustainable economic growth in the country and to deliver high levels of employment for the

---

<sup>3</sup>United Nations Development Programme. 2011. *Human Development Report*.

<sup>4</sup>Quarterly Labour Force Survey, First Quarter 2011.

<sup>5</sup>Ibid.

<sup>6</sup>Ibid.



benefit of all individuals.

The scan also pointed out that South Africa has a history of fragmentation in terms of thinking about, organising, managing and providing career and labour market-related information, career development and career counselling services. At the moment there is no single agency either at a national or provincial level with exclusive or predominant responsibility for the management and/or provision of career and labour market-related information, development and counselling services.

It reasoned that while a number of organisations and departments are active in the field, there is a need to develop and operationalise a national policy for Career Development Services (CDS) that will cover a set of principles and long-term goals and will establish the basis for guidelines and direction to coherent planning, cooperation and accountability in meeting national goals related to Career Development Services.

An evolving paradigm for Career Development Services avers that the traditional definition of “career” refers to “progression up an ordered hierarchy within an organisation or profession.” (SAQA, Career Guidance: Challenges and Opportunities (2009)) The notion was that people ‘chose’ their careers, which then unfolded in an orderly way. But the reality was that some people had a career while most people only had a job, and many did not have even that.

The traditional concept of “career” has been fragmenting by the pace of change, driven by pervasive technology and economic changes. Employers are thus less willing to make long-term commitments to employees but rather expect flexibility about roles and tasks employees will perform. In this context “job security” does not reside in employment but in employability. Workers who wish to sustain their employability have to regularly learn new skills. “Careers are now increasingly being seen not as being “chosen” but as being constructed through a series of decisions about learning and work that are made throughout life” (SAQA, Career Guidance: Challenges and Opportunities (2009)).

Career development is not only a private good of value to individuals; it is also a public good of value to society and the country. This is the perspective for CDS

provision embraced by this Policy.

### **National Development Plan 2030**

The National Development Plan (NDP) helps to chart a new course for South Africa. It focusses on promoting economic growth and increasing the availability of jobs. Everything in the plan is aimed at reducing poverty and inequality. Some of its intentions are to: “help match unemployed workers to jobs; increase the number of university graduates and the number of people doing their doctorates and make the public service a career of choice”. The NDP offers a long-term perspective, defines a desired destination and identifies the role different sectors of society need to play in reaching that goal by creating a context and environment that advocates equity in life chances (National Development Plan 2030).

The NDP and its proposals will need to be implemented in the right order over the next years to 2030. It emphasises that planning and implementation should be informed by evidence-based monitoring and evaluation.

### **Government's Programme of Action**

Government's Programme of Action (PoA) reflects the outcomes approach adopted which emphasises improved coordination of government activities across the three spheres of government, common objectives (thereby discouraging working in compartments as experienced in the past) a common approach to service delivery challenges and improvement of accountability of different role players in the service delivery chain through the efficient and effective use of human and financial resources.

### **Coordinating the Career Development Services System in the Country**

In 2009, the Cabinet of the Republic of South Africa allocated overall responsibility for Career Development Services to the Minister of Higher Education and Training with the overarching objective: “to establish national, comprehensive, integrated, differentiated Career Development Services for the country”.

The Minister instituted a Ministerial Flagship Career Development Services Project that would pilot and develop experience in the area of career development services by providing career advisory services, establishing career information services, conducting training and support services and developing relevant supportive

technology systems. The flagship project ran from 2010 to 2014 (with SAQA as a delivery agent of the DHET) where after the DHET assumed responsibility for rendering the career development services function.

Also, the pursuance of outcomes related to career development services in the Minister's Delivery Agreement (2009 – 2014) led to the development of several key components of Career Development Services, most notable being the 'Framework for Cooperation in the provision of Career Development (Information, Advice and Guidance) Services in South Africa'.

### Literature Review

A range of documents were explored to extract how Career Development Services are manifested in South Africa and internationally. Amongst the literature surveyed were:

- Scans of the South African Career Development Services landscape, one conducted in 2008 (SAQA, 2008) and the other conducted in 2010 (SAQA, 2010)
- Report: "Evaluation of the Career Development Services Flagship Project" (Uweso 2014).
- 'Framework for Cooperation in the provision of Career Development (Information, Advice and Guidance) Services in South Africa (DHET 2012)'
- National Skills Development Strategy III: Progress report 2011 – 2013 (Report NSDSIII)
- OECD – "Career Guidance Policy Handbook" (OECD, 2002)
- Research conducted by the European Centre for the Development of Vocational Training and the European Training Foundation on behalf of the European Commission. OECD – "Career Guidance Policy Review" (2002)

The literature survey revealed that recent policy and strategy initiatives, specifically in the European Union zone, have shown that there is a paradigm adjustment indicating a shift from career development interventions at key points in a person's life to a lifelong development/support perspective. Further developments in this regard are a move from a psychological to a pedagogical approach (from testing to "tasting" the world of work) and from external support to

career self-management skills.

The two scans which were conducted on the situation of career development services in South Africa identified the following:

- Large-scale fragmentation of services was apparent.
- Various government departments were mandated by legislation and/or national strategies to provide career development services.
- There was a lack of provision of career information, guidance and advice at school level.
- No structured resourcing model was evident.
- The most glaring weakness was the absence of coordination in the delivery of career development services accompanied by a dearth of structures, standards, processes and procedures.

### **Conceptual Framework for the Career Development Services System**

All government departments are enjoined by the Constitution to “Improve the quality of life of all citizens and free the potential of each person”. (Constitution of the Republic of South Africa, Act No. 108 of 1996). This entails actively promoting the general economic, social, intellectual, physical and ethical development of citizens.

In South Africa, it is imperative that career development services need to also be responsive to the wider transformation goals of society and address the legacies of apartheid and gender discrimination by ensuring that young people who have been historically disadvantaged are assisted to gain access to the skills that will meet, not only the needs of industry and employers, but of society and the nation in general. Career development services need to be delivered in a manner that recognises the wider economic, social, intellectual, physical and ethical development of citizens.

Furthermore, the notion of “careers” as tools for transformation of individuals and society needs to be embraced and consciously advocated. The thrust is to provide services that develop career management skills, rather than only helping people to make immediate decisions and widen citizens’ access to career development services, extending access throughout their lifespan.

Comprehensive Career Development Services attempt to encourage people to plan

and make decisions about work and learning and full participation as a citizen. It therefore makes information about the labour market, educational opportunities and societal expectations more accessible by organising it, systematising it, and making it available when and where people need it. It is worth noting that counselling theories have moved from an emphasis upon the practitioner as expert to seeing practitioners as facilitators of individual choice and holistic development. (OECD – “Career Guidance Policy Review” (2002)).

Research conducted by the European Centre for the Development of Vocational Training and the European Training Foundation on behalf of the European Commission found that Career Development Services need to communicate the complexity of the interface between knowledge, skills, occupational commitment and competence for broad social, political, economic and cultural participation in community life. This expanded notion of competence is premised on an understanding that in order to develop career expertise in an aspect of the work process, a worker also needs to understand context, the underpinning knowledge and the sociocultural and environmental impact of the work.

Citizens need to be apprised that their preparation for work does not have to be only about work; and Career Development Practitioners need to accept that the induction of young people into the world of work is widely seen as a collective responsibility. Career Development Services should assist the enhancement of the capabilities of citizens for a broader developmental agenda. (Vally, S and Motala, E., 2014)

## **BASIC ASSUMPTIONS**

The following basic assumptions provide an overarching perspective within which this CDS policy is constructed.

### **Assumption 1: Behaviour is Contextual**

Behaviour is contextual. It is driven by prevailing interdependent conditions related to the social, political, economic, ethical, legal, personal, community, family, and cultural domains. Behaviour trends in each domain can be identified through an analysis of the aggregated behaviour patterns of individual members. Systemic behaviour patterns (across all the domains) emerge from the confluence of

behaviour trends which are found in the domains. It can be reasoned that the aggregated behaviour of citizens impacts on how a nation's "behaviour trends" are deduced.

### **Assumptions 2 and 3: Working collaboratively in a common approach to Planning**

Firstly, The South African Government has inculcated a comprehensive approach to planning across all spheres of government. The planning process ensures congruency of strategic thrusts, cohesion amongst objectives, compliance with legislative and policy frameworks, incorporates long-term, medium-term and short-term goals, and creates synergy between the manifesto of the governing party and the array of national government departments, provincial departments, local government components, public entities, and state owned enterprises.

Secondly, this shared purpose creates momentum, connects activities, establishes principles, governs operations, guides outputs, drives strategies, defines outcomes, and binds relationships,

The seminal assertions underpinning this approach are that:

- well-structured coordinated plans will lead to achievement of goals; and
- Working collaboratively on agreed areas of importance will minimise gaps, avoid duplication, focus efforts and maximise impact.

### **Vision of Career Development Services**

The vision encompassed by this policy is to ensure that: All citizens of all ages, have access to quality career information and career services throughout their lives, so that they are able to make better and more informed career and life decisions that deliver high levels of employment and help to increase sustainable economic growth in the country and enhance their full participation in the overall development of South Africa. (The Framework for Cooperation in the provision of Career Development (Information, Advice and Guidance) Services in South Africa (DHET 2012) et al)

### **Mission**

In order to realise the vision, it is necessary to make optimum use of the

collective resources in the country and to forge partnerships and integrated relationships between all providers of career development services, be they government, non-government, or private providers.

### Terminology

The Framework for Cooperation in the provision of Career Development (Information, Advice and Guidance) Services in South Africa (DHET 2012) highlighted that a raft of varying terminology and concepts in the field engenders uncertainty and confusion and spawns unresolved philosophical, ideological and ethical debates. It is acknowledged that the language used to describe career development in relation to public policy varies and is often confusing within and across countries. In many instances concepts and terminology are developed to serve the interest of education and training institutions and other stakeholders, which disregards the fact that Career Development Services is specifically aimed at helping individuals to make informed decisions about their learning and career paths. CDS must link with the full spectrum of learning opportunities and avoid undue emphasis on any particular category of learning institutions. In this context the notion of Relevant Prior Learning (RPL) as a “tool for constructing a career” needs to be systematically researched.

UNESCO (2003) argues that career development is widely viewed as a public good as well as a private good. In other words, its benefits potentially accrue not only to the individual recipient of the services but also to the wider society.

To overcome this muddle of terms, this policy adopts the term **Career Development Services** to describe all the services and activities intended to assist all individuals, of any age and at any point throughout their lives, to make educational, training and occupational decisions and to manage their careers.

The definition thus includes the terms: career information, advice, guidance and planning services which may be found in schools, universities and colleges, in training institutions, in public employment services, in the workplace, in the voluntary or community sector and in the private sector.

### **Principles underpinning the provision of Career Development Services**

Emanating from the conceptual framework, the following service delivery (Batho Pele/people first) principles are embraced by Career Development Services:

1. Services are life-long and for all ages and for all: there are no end points or gaps in the service.
2. Services are seamless: all stakeholders will work together to ensure that when clients move from one life stage to another, services will be made available as required and support the various permutations of transitions between study, work, unemployment, self-employment, retirement, informal livelihoods, and formal employment.
3. Services are made freely available in the peoples' local communities and languages, where possible.
4. Services seek a balanced approach between individual, community and labour market needs.
5. Services adhere to standards to which all stakeholders have agreed.
6. Services seek to redress the imbalances of past discriminatory, ad hoc and fragmented delivery.
7. Services seek to respect the dignity, equity and human worth of all clients and their best interests will be upheld at all times.
8. Services respect the confidentiality of information provided by clients and this will be protected at all times.
9. CDS will exude a unique identity that will attract citizens through its objectivity, comprehensiveness, inclusivity, reliability, professionalism, accessibility, effectiveness and efficiency. A single Brand that unites CDS providers across all spheres of government will be developed.



## SECTION 2

## STRATEGIC INTENT

---

## STRATEGIC INTENT

### STRATEGIC POLICY THEMES

The policy is built on the following strategic policy themes:

1. Root Career Development Services as an imperative across the lifespan of an individual.
2. Improve access to Career Development Services.
3. Create a single, coherent and coordinated Career Development Services system.
4. Create an enabling environment for Career Development Services to take place.
5. Coordinate and provide leadership to the Career Development Services system.

### Career Development Services across the Lifespan of an Individual

Career Development Services has to be provided to all citizens from “cradle-to-grave”.

The following areas are addressed:

#### Improving Career Development Services for Young People

In the pre-school years (conception to 4 years) parents, guardians and care givers play a key role. It is during these years that children are made aware of various occupations and of the existence of the “world of work”. Informal conversations about what occupations various family members and persons in the community are involved in introduce the notions / concepts of occupations in a non-formal manner. In the same way that young children “acquire” language through exposure, repetition, copying, and trial and error – awareness of and initial foundation knowledge of occupations and the “world of work” is acquired.

Parents, guardians and caregivers already (through pre-natal, neo-natal and primary health care and community programmes facilitated mainly by the Department of Health) are involved in providing a supporting infrastructure to enable the physical, emotional, social, cognitive and values development of very young children. This also enables the organic development of career awareness and later career maturity.

In the School sector, Career Development Services must be stronger and a more focussed part of programmes within the school from early childhood development right through to exiting the schooling system. Career development is critical in certain phases of the schooling trajectory, viz.:

- In foundation and intermediate phases to make learners aware of occupations and to instil the aspiration to pursue a career.
- In the senior phase (especially in Grade 9) to make informed subject choices.
- In the FET phase to do sound career planning and make decisions based on informed choices, make decisions about post-school education and training opportunities and apply in time for admission into relevant programmes.

In the Post-School Education and Training sector there is generally a lack of career development services provision for students studying in the system, as well as for the NEET. The range of career development services that are offered within the sector needs to be broadened and policy levers developed to ensure that a broader range of services is provided.

The specification of targets for career development services for young people, and more explicitly linking public funding arrangements to the level and quality of career services would incentivise improvements in the system.

#### **Improving Career Development Services for Adults**

The heterogeneous nature of the adult population presents a range of challenges/opportunities for Career Development Services. There are limited easily accessible career development services available for unemployed adults as well as for employed adults. Employers and trade unions have shown limited interest to date in providing career development services even though they often recognise in principle the need for workforce development in order to improve competitiveness and equity.

Despite these problems, new partnerships between employer organisations, education and training institutions, public employment services and other relevant organisations can lead to workplace career development services provision.

Career Development Services should be an integral part of adult learning programmes and should be seen as having a key role in preventing inflows into unemployment, particularly long- term unemployment.

Strong collaboration strategies, amongst providers and beneficiaries of career development services; community-based career development services; and with local education and training institutions; can enable unemployed persons to make transitions to employment and to re-engage with learning.

### **Providing Career Development Services for an Ageing Population**

Ageing populations and pension funding problems will require career development services to address both later retirement ages and more flexible transitions to retirement. Minimal use of career development services to support active ageing is evident. Government should encourage employers and worker representatives to promote Career Development Services and take initiatives accordingly, using combinations of public and private partnerships.

### **Improving Career Development Services for Parents and Care-givers**

The important role of parents and care-givers in career development services cannot be over emphasised. Most parents, in effect, make career choices for their children. Consultation and discussion occurs, but the final decision is invariably significantly influenced by Parents. Initiatives targeting parents and care-givers will be developed and implemented in order to give parents and care-givers the tools and information to guide their children to make informed career choices in their lives.

### **Improving Career Development Services to At-Risk and Vulnerable Groups**

If all citizens are to have access to Career Development Services, there is a need to target career development services to at-risk groups. Identifying and actively involving vulnerable groups in designing, planning, implementing and monitoring career development services policies and services for them greatly enhances the development of services that are relevant to their needs and respects the slogan of vulnerable people: "Nothing for us --- without us".

Many students are "At Risk" of exiting education systems at transitional risk points – for example between Primary and High School, between the school system and the post-school system. The reasons for such exits are wide ranging, encompassing

social, economic, personal, family, relationships, academic failure, peer pressure and disability, amongst others. The identification of “at risk / vulnerable” groups should be a specific focussed and structured Career Development intervention.

Government will advocate and coordinate improving the quality and relevance of career information materials and channels to support universal access.

### **Improving Access to Career Development Services**

The demand for career development services exceeds its supply. If all citizens are to have access to career development services, there is often a need to remove barriers to accessing the services. Barriers include time, geographic location, socio-economic status, gender, race, access to technology and other services to name a few.

Government will coordinate improving access to quality and relevant career information and services through multi-pronged approaches and diverse use of technology.

## **A Single, Coherent and Coordinated Career Development Services System**

### **National Multi-Channel Career Development Services Delivery**

The Career Development Services System will be characterised by national multi-channel career development services delivery.

The channels will demonstrate seamless integration of:

1. TECHNOLOGY ENABLED/SUPPORTED SERVICES (WEBSITES, SMS, EMAIL, TELEPHONE, SOCIAL NETWORKS ETC.)

The Career Development Services System will develop and extend technology enabled/supported services and bring together key partners in order to consolidate career information and tools, enabling trusted information to become more accessible for young people, parents, care-givers and adults seeking on-line support to their career development activities and plans.

In specific, the National Career Advice Portal will be developed and maintained as a national integrated resource for career development for the individual. It will integrate appropriate systems such as the ESSA database of the Department of Labour, the LURITS system of the Department of Basic Education, the Central Applications System and the National Learner Record Database system of the Department of Higher Education and Training and the National Identity System (NIS) of the Department of Home Affairs, to name a few, to provide seamless, integrated career development services to individuals.

## 2. FACE-TO-FACE ENGAGEMENT FOR INDIVIDUALS AND GROUPS VIA A NATIONAL NETWORK OF WALK-IN CENTRES

Career development services will be provided as face-to-face career information and guidance services in a wide variety of places in local communities, institutions and organisations. It will work in partnership with institutions, organisations and voluntary, community and other local organisations to help people get the support they need.

## 3. 'MOBILE WALK-IN-CENTRES'

The concept of 'Mobile-Walk-In Centres' will be developed and will feature at career exhibitions, festivals and identified community events where face-to-face engagements will be brought to local communities in both urban and rural areas.

Government will identify, develop and support different channels for delivery of career development services in the country.

### **National Technology Enhanced Solutions for Career Development Services**

In order to host the National Multi-Channel Career Development Services described above, Government will invest in the development of a network of technology enhanced solutions and systems that will be accessible across the country. This includes, but is not limited to a cloud based call-centre technology solution, the development of a centralised Information Hub and case database that is made

accessible to Career Development Practitioners as well as a network of access centres across the country.

### **Building the Capacity of Career Development Practitioners**

Significant differences occur in the quality and types of Career Development Services that are provided to citizens, both within and between countries, as the result of significant variations in the appointment, utilisation and training of Career Development practitioners. The length of initial training varies from three weeks to five years.

Government will ensure the development and implementation of a Competency Framework for Career Development Practitioners, the development of relevant qualifications, programmes and courses for Career Development Practitioners and the professionalisation of the profession. The DHET will define the content and process of initial training for Career Development practitioners (in specific for Life Orientation Teachers), and align training content to the outcomes sought for public policy goals for education, training and employment. Particular attention will be focussed on ensuring that Career Development practitioners are cognisant of the ethical parameters within which their scope of practice resides.

The DHET will work with tertiary education institutions and Career Development Services practitioners to develop a strategy to implement the Competency Framework by all those who provide Career Development Services. This framework will be used to develop customised training programmes.

### **Creating an Enabling Environment for Career Development Services**

An enabling environment that is advantageous to the provision of Career Development Services would be created by:

1. emphasising the role of government in ensuring that all citizens are assured access to comprehensive and integrated career development services to make informed career and learning decisions;
2. providing direction for the strengthening and continuity of leadership regarding career development services in South Africa;
3. coordinating cooperation and collaboration across all spheres of government, as well as with non-governmental organisations (NGOs),

and relevant Civil Society formations, to ensure transparency and ease of access to Career Development Services that are geared to meet the needs of a diverse range of citizens;

4. clarifying stakeholder roles and responsibilities for different areas and aspects of career development services in the country; and
5. identifying processes that stimulate regular review and systemic planning of Career Development Services.

To develop a single, coherent and coordinated career development services system for the country will take concerted efforts from all stakeholders, including all spheres of Government, public and private institutions, organisation and industry.

The 'Framework for Cooperation in the provision of Career Development (Information, Advice and Guidance) Services in South Africa' provided the foundation for collaboration and coordination in career development services and identified the roles and responsibilities of some career development stakeholders.

Government will expand on this framework and develop a dynamic mandated stakeholder framework of collaboration and coordination in Career Development Services. This framework will also address gaps and duplication in the System.

### **Coordination and Leadership**

The Department of Higher Education and Training, along with the institutions and entities that it is responsible for (i.e. TVET and Community Colleges, Universities, Adult Education Centres, and SETAs), is positioned at the intersection of the school education system, the labour market, civil society and citizens. The DHET is therefore well positioned to involve all key stakeholders in the coordination of Career Development Services in South Africa.

The Minister of Higher Education and Training will provide leadership in Career Development Services based on the mandate given by the President in 2010.

Coordination and management structures will be established and resourced to enable the smooth implementation of a Career Development Services System in South Africa.



Mechanisms will be developed to ensure coordination by assigning specific roles and responsibilities in order to achieve a coordinated, integrated national approach to providing effective, wide reaching and efficient career development services as endorsed by the Framework for Cooperation in the provision of Career Development (Information, Advice and Guidance) Services in South Africa (DHET 2012)

The DHET (as do all Government Departments) has the option to procure expertise to assist in the optimal provision of Career Development Services (across all delivery channels) as needed.

## **EVIDENCE BASE FOR POLICY MAKING AND IMPLEMENTATION**

The evidence base for policy making for Career Development Services' service provision is very weak. There is a paucity of data to provide an overall picture of Career Development Services provision, of its effectiveness in meeting public policy objectives and to inform decision making. Few government ministries are able to state precisely how much public money is being spent on Career Development Services and how it is being spent.

Collaboration among stakeholders (such as users, administrators, social partners and practitioners) at national level will help to identify relevant and useful data types and procedures for evaluating inputs, processes, outputs and outcomes for Career Development Services provision.

## **SYSTEMATIC EVALUATION**

There is little regular and systematic evaluation of the quality of Career Development Services provision in most countries. Service standards for provision do not exist or are present in some sectors but not in others. Quality frameworks, where they exist, tend to be voluntary rather than mandatory, and to operate as guidelines. Users of Career Development Services have a key role to play in the design and evaluation of services. (OECD – "Career Guidance Policy Review" (2002)).

Government will ensure that regular and systematic evaluation of Career Development Services will take place and that this evaluation will inform decision making at all levels of the System.

## **POLICY GOALS**

Based on the above, the following systemic and individual goals for the policy have been identified:

### **Systemic Policy Goals**

Issues of redress, access, quality and cohesion, feature prominently amongst the systemic policy goals.

1. Redress would be addressed by meeting the career development needs of young people and of adults especially those impeded by past discriminatory practices, poverty, unemployment, inequality, and lack of opportunities.
2. Widening access to career development services, improving career development information and systems, resourcing career development services and building capacity to deliver Career Development Services coupled with continuous provision and development of strategic leadership linked to effective monitoring and evaluation (structured along the DPME approach) would contribute to improving access and quality.
3. Harmonising related legislation and regulations, effective coordination and purposeful cooperation and collaboration would promote cohesion.
4. The updated Millennium Goals need to be purposefully pursued.- in synergy with the emerging relevant "Post 2015 Development Agenda: Goals, Targets and Indicators" (CIGI 2012) - especially goals related to: inclusive growth for dignified livelihoods and adequate standards of living; and appropriate education and skills for productive participation in society.
5. Selected projects that expose aspirant learners to periods of onsite work-experience coupled with possible career decision making would be identified (or initiated).

### **Individualised Policy Goals**

Career Development Services Policy must create an advantageous environment that will assist all citizens to:

1. build foundational career management skills;
2. develop intentional career plans;
3. access information on learning and career paths that link for articulation purposes;
4. cope with and adjust to changes in personal and labour market conditions;
5. find learning and work opportunities by making informed career and learning decisions; and
6. know where and how to access career development services throughout their lives.

### **Policy Instruments/Mechanisms**

The following Policy Instruments/Mechanisms will be developed and utilised on a fit-for purpose basis.

#### **Surveys**

Conduct regular surveys of the educational and labour market destinations of school leavers. Ensure that schools are provided not only with aggregate national outcomes, but also the outcomes for their own students.

Sign a memorandum of understanding with STATS-SA or other Research Organisations to enable the insertion of questions about Career Development Services into surveys being carried out nationally and or regionally on topics such as use of Career Development Services and materials, by employers, the labour force, adult education, or school-leavers. Explore possibilities for market surveys to throw light on people's Career Development Services needs, and on where and how these needs are currently being met.

#### **Guidelines**

Develop guidelines for the physical space and resources that are needed to ensure effective Career Development Services programmes in "face-to-face" facilities.

Develop national guidelines on the types of outcomes that institution based Career Development Services programmes should be expected to achieve. Use these expected outcomes to monitor the quality and effectiveness of such programmes. Ensure that parents and local employers receive the results of evaluations carried out using these outcome measures.

Because a number of institutions, entities, and departments are actively providing career development services there is need to reach agreement on a set of principles and long-term goals that will establish the basis for guidelines and direction to coherent planning, cooperation and accountability in meeting national goals related to career development services.

### **Protocols/Memorandums of Understanding**

#### ***Implementation Protocols***

Section 35 of the Intergovernmental Relations Framework Act, (Act No. 13 of 2005) introduces an “implementation protocol” as a mechanism to facilitate the implementation of a policy, the exercise of a statutory power, the performance of a statutory function or the provision of a service that is dependent on the participation of organs of state in different governments. It also indicates that those organs of state must co-ordinate their actions in such a manner as may be appropriate or required in the circumstances, and may do so by entering into an implementation protocol. It goes on to list the conditions under which an implementation protocol must be considered and also lists the provisions that an implementation protocol must comply with. It is recommended that DHET, responsible for coordination of Career Development Services, initiates the signing of implementation protocols with the affected departments, entities and agencies across the spheres of Government.

Lessons learned from the provisions for “protocols” detailed in the Intergovernmental Relations Framework Act (13 of 2005) should form the basis of formal Career Development Services cooperative/collaborative relations amongst relevant departments, agencies and entities in the national sphere of Government.

### *Memorandums of Understanding*

Because Career Development Services span wider than the Intergovernmental Relations Framework, Memorandums of Understanding with accompanied work plans will be signed with relevant agencies, organisations and institutions to support the integrated and collaborated approach outlined in this policy. Implementation of these will be monitored and reported.

### *Legislation and Regulations*

An audit of existing Legislation and Regulations that impact on Career Development Services will be conducted. The outcomes of this audit will inform possible amendments to (or drafting new) legislation and / or regulations.

### *Research Agenda*

Very little career information is designed using research on client needs for different types of career information, on their preferences for different ways of delivering it, or on their satisfaction with existing career information products.

Despite a strong research tradition in the Career Development Services field, there are few researchers and specialised research centres specifically addressing methodological and other issues related to the generation of a sound evidence base with direct policy relevance. The little research that exists remains fragmented and is not cumulative in nature.

Government will promote the setting up of a research unit (and/or engagement with existing research facilities) that focuses specifically on career development services issues in order to strengthen the evidence base required to inform policy development and practice.

A strategy to fund academic researchers, including those who work in the field of Career Development Services, to undertake research to support evidence-based policy making for Career Development Services will be developed.

### *Quality Frameworks*

In the absence of quality frameworks for Career Development Services, there tends to be an over-reliance on staff qualifications or professional codes of practice to

assure quality. These could cover some forms of Career Development Services provision but not others. In centralised systems where administrative controls are used to ensure quality, problems could arise because of the variable or misaligned qualifications of staff.

Evaluation mechanisms and quality assurance frameworks and systems for Career Development Services will be developed, including quality frameworks for career information and materials that are being used. The DHET will coordinate an investigation of evaluation mechanisms and quality assurance frameworks for Career Development Services, including quality frameworks for career information and materials, which are being used in other countries. It will also initiate cross-sectoral discussions on evaluation processes and quality assurance frameworks with relevant stakeholders (users, citizens, administrators and practitioners) and together develop a strategy to improve existing evaluation procedures, identify how different sectors can support each other in developing such a strategy and how they can learn from each other's experiences and adopt common approaches when appropriate.

The DHET will lead the development of Quality frameworks to cover various aspects of Career Development Services. It would discern, through engagement and structured consultation, which Quality frameworks would be mandatory and which would be voluntary and operate as guidelines. The development and adoption of mandatory Career Development Services quality frameworks to ensure that systemic policy goals and standards are attained will be prioritised.

### **Monitoring and Evaluation**

The monitoring and evaluation system established by the Department of Performance Monitoring and Evaluation (DPME) will form the basis for the Career Development Services System monitoring and evaluation system.

An expertise based technical task team, including members with relevant academic, management; systems knowledge (ICT and operating processes and systems), project management and monitoring and evaluation experience will be established to develop a battery of customised Monitoring and Evaluation instruments and processes for the South African Career Development Services System.

The DHET could enlist the National Career Development Services Coordinating

Committee to provide an overarching monitoring and evaluation function to track contractual compliance and conduct periodic reviews of services rendered.

### **Standards**

A significant amount of career information and materials are produced in the absence of mandated standards or through voluntary guidelines. There is an urgent need to develop standards for the production and dissemination of Career Development Services information and materials.

It is necessary to establish mechanisms for co-ordinating Career Development Services information across different government agencies, and to assist those that are experiencing skill shortages to produce useful and objective Career Development Services information.

It would be useful to examine whether the Career Development Services information that is produced is used, who uses it, and if they find it useful, also to ensure that Career Development Services practitioners are trained in how to use and evaluate Career Development Services information.

National, web-based Career Development Services information systems must be seamlessly integrated and linked with government Career Development Services sites via authorised and controlled access.

Integrate local labour market data systems and Career Development Services systems and ensure that these are used by those who provide Career Development Services for the unemployed and employed.

Develop and formalise processes/systems for investing in the training and development of Career Development Services information specialists.

## SECTION 3

## IMPLEMENTATION

---



## **IMPLEMENTATION**

### **Implementation Challenges**

The Career Development Services System has to manage challenges characterised by:

1. Fragmentation of provision of Career Development Services, exacerbated by diffusion of mandates, unpredictable resource allocation and demand exceeding supply.
2. Citizens making uninformed career decisions because of a lack of career information and an absence of guaranteed access to Career Development Services leading to dead-ends, wastage of resources, under-utilisation of existing resources and hindering their potential for positive contributions to the economy and to Nation building.
3. Institutions and Communities that are yet to embrace Career Planning as a fundamental life skill, based on lifelong learning and lifelong career construction, which helps individuals to build their paths to sustainable livelihoods and enables full participation in the economic, social and civic life of the country.
4. Fragmentation of pivotal information systems needed for effective and efficient Career Development Services.
5. Absence of a viable, predictable resourcing strategy.

### **Individualised Challenges/Opportunities**

The following key challenges/opportunities related to the citizens targeted for career development services are:

1. To move from an approach that emphasises assistance with immediate occupational and educational decisions to a broader approach that also develops citizens' ability to manage their own careers, develop career planning and employability skills; and also actively promotes their full participation in the general economic, social, intellectual and ethical development of the communities in which they live.
2. To find cost effective ways to expand citizens' access to free Career Development Services throughout their life.
3. To provide a seamless one-stop-shop service to all citizens.

4. To provide quality, relevant and reliable information, advice and guidance to all citizens.
5. To use appropriate channels and technology to give access to career development services for both urban and rural communities.

### **Systemic Challenges/Opportunities**

According to extensive research, conducted on systemic challenges across European countries as well as in South Africa, it is evident that despite many examples of good practice, challenges and weaknesses exist in providing national career development services. These include:

1. Access is limited, particularly for adults. In addition, services often focus upon immediate decisions, and fail to develop career management skills and broader utilisation of careers for the public good.
2. Training for those who provide services is frequently inappropriate, failing to reflect the full range of client needs or to take account of modern, more flexible delivery methods such as ICT.
3. Services are poorly co-ordinated between different ministries, and between governments and other stakeholders.
4. The evidence base is too weak to provide policy makers with useful data on outcomes, costs and benefits. These gaps stand in the way of governments' attempts to implement lifelong learning, active employability and social equity policies.

In South Africa, several Government Departments, institutions and organisations have been mandated to provide career development services. For example, the White Paper for the Post-School Education and Training System: "Building an Expanded, Effective and Integrated Post-School System" presents the following challenges/opportunities:

1. The need to ensure that "all young people in the latter years of schooling (and those in their early years of post-school education) receive appropriate and adequate Career Development Services and advice".
2. Making Career counselling "an integral component of the post-school education and training system." Improving Career Development Services at college level to ensure that students are able to make appropriate

learning pathway and career decisions. Complementing Career Development Services at school level, as well as that offered through the Career Development Services initiatives of the DHET and other bodies.

3. Ensuring that as community colleges develop, they establish learner support services focusing on areas such as career and programme advice, counselling and guidance, orientation, extra-curricular activities, financial aid, labour market information, community information and links with placement agencies. Collaborating with the National Youth Development Agency and other relevant agencies to ensure the establishment of Youth Advisory Centres and contact points at community colleges.
4. Ameliorating the situation at Universities where many types of support programmes such as mentoring, counselling and career development, are not evenly distributed across the university system, and are often lacking in the poorer institutions where students need those most.
5. The need for Career Development Services and a communications strategy to build an understanding of the importance of foundational learning for planned careers.

#### **Structures to Ensure/Support Career Development Services Implementation**

The following structures should be developed and/or made operational to support successful implementation of Career Development Services policy.

##### ***National Career Development Forum***

The DHET will lead the continuous development and functioning of the National Career Development Forum (NCDF) to ensure the on-going coordination, development and sustainability of the Career Development Services System.

The main aim of the a forum is to bring all the key stakeholders together in an institutional structure in order to ensure that coordination and collaboration in career development services is sustained and further enhanced for the good of all citizens. International practices have shown that the establishment of a national Career Development Forum is an efficient mechanism for cooperation and collaboration and Government accepts this as a viable forum to:

1. Enhance the involvement of Government departments (across all spheres of government), agencies and entities in Career Development Services.
2. Constitute its membership in an inclusive manner (not limiting membership to government departments / the public sector).
3. Facilitate bridges across education, training and employment sectors.
4. Promote engagement with the school sector to facilitate access of school-based learners to Career Development Services which meets their needs.
5. Encourage Local Government (municipalities) to help youth who are not in education, training or employment (the so called NEET) to re-engage with education and training, and to provide assistance for young people to get and keep a job.
6. Promote a flourishing market in inspiring, exciting services and products to help people make career decisions, including Inspirational Projects led by partnerships amongst government, business, labour, and community-, non-governmental and faith-based organisations.
7. Encourage participation of organisations that play a pivotal role in career development especially in remote areas.
8. Link lifelong learning, employment and social inclusion strategies.
9. Clearly articulate and advocate the role of lifelong career development as a public good.
10. Assist in the identification of strategic leader(s) and other critical stakeholders.
11. Broker agreement on definitions and terminology.
12. Assist in the identification of goals, roles and responsibilities or tasks and avoid role confusion/conflict.
13. Help to clearly define relationships within and across government and related organisations.
14. Assist in the establishment of an efficient, effective and strategic secretariat.

#### *National Career Development Coordinating Committee*

The development of the Career Development Services System should be assisted by the creation of a National Career Development Coordinating Committee comprising senior representatives from relevant government departments to help guide/oversee operations of the Career Development Services System and ensure it delivers value for money and meets the needs of young people, adults, employers

and the broad society.

The National Career Development System Coordinating Committee will be responsible for:

1. Harmonising the provision of Career Development Services.
2. Coordinating disparate and discrete mandates to ensure cohesion in the provision of Career Development Services.
3. Ensuring that authoritative career information is accurate, available, appropriate and valid.
4. Advocating that mandated Career Development Services functions are exercised in a way that is: transparent, accountable, proportionate, and consistent.
5. Setting up and managing specialist technical task teams as needed.

#### *Professional Body for Career Development Practitioners*

A Professional Body for Career Development Practitioners / Workers is needed to promote, support and drive the professionalisation of Career Development Services. It will lead the development of appropriate qualifications (spanning levels 5 to 10) of the NQF via collaboration and cooperation with the relevant Quality Councils. Government will promote the establishment, development and registration of such a Professional Body.

#### *National Career Development Information System*

It is a fact that Information and advice about learning and work can come from a variety of sources including parents, teachers, careers advisers, the internet, colleges, universities and other public services.

All Career Development advice is based on information. The quality of advice is directly related to the quality of information available. Insufficient, inaccurate, irrelevant, or out-dated, information compromises the quality of any advice based on such information. It is important for citizens wishing to make informed decisions, to know what learning options are available – both academic and vocational – how they give possible access to different careers and what the job prospects are. It stands to reason that information related to career development needs to be easily available and accurate.

Government will:

1. Lead, monitor, support and evaluate the establishment, maintenance and sustainability of the Career Development Services Information System with relevant staff.
2. Ensure sharing of information amongst mandated Career Development Services participants.
3. Ensure avoidance of unnecessary duplication of information.
4. Ensure that all Career Development Services related data is accurate, relevant, valid and easily accessible to users.
5. Ensure that the system is flexible enough to cater for generic and sector-specific Career Development Services data.
6. Identify and engage with the range of specialist expertise needed to make the system functional and dependable.

#### ***SETA Career Development Forum***

SETAs warrant a particular focus. They are strategic entities that interface with all sectors of the economy and are mandated to facilitate training across the various occupations. They are at the nexus of partnerships with the business community and are key structures in strategies addressing unemployment, poverty and inequality.

The National Career Development Forum will serve as an advisory platform for Career Development Services operational strategies and tactics, Career Development Services practitioner development, and resourcing approaches. The existing SETA Career Development Forum will be retained.

#### ***5X4 Inter-departmental Forum***

It is a fact that certain National Departments have greater involvement, influence, responsibilities and accountability for Career Development Services than others. These are the Departments of Higher Education and Training, Basic Education, Labour, Public Services and Administration, and Social Development. A 5X4 Forum, constituted by 4 members from each Department, will ensure effective and efficient coordination of Career Development Services, oversee monitoring and evaluation processes, guide strategic thinking and manage engagement with specific stakeholders. The leader of each departmental delegation must be a member of its Senior Management Services (SMS) and will be a permanent representative. The

remaining members of the delegation would be selected to reflect the expertise required for effective participation with the meeting agendas. The forum will develop its own meeting schedule and standard operating procedures. The DHET will provide the secretariat for the 5x4 Inter-departmental Forum.

### **Improving Career Information**

There is a major gap between the collection of labour-market information and its transformation into usable learning material for Career Development Services. Some industries face skill shortages and often young people and adults know very little about these shortages. Updating of career information is a major requirement for the provision of effective Career Development Services. Career Development Services information must be comprehensive and of good quality to enable citizens to make well informed and satisfying career decisions.

Coordination and collaboration is essential amongst different government departments and between different spheres of government in providing and sharing Career Development Services information. Such sharing will eradicate costly overlaps, fragmentation, and lack of transparency and comprehensiveness. It will also facilitate the integration of information on the content of jobs, information on education and training options and pathways, and information on labour market intelligence. Special efforts need to be made to integrate Career Development Services career information with self- assessment tools, career planning tools and job search tools.

Career information – which is a combination of information about education and training, the content and nature of jobs, and labour market supply and demand – is not sufficient by itself. Career Development Services must identify ways to ensure that career information is understood, that people know how to use it, that it is regarded as trustworthy, that it is appropriate to the person's level of career development and maturity, and that, where appropriate, people are supported in relating it to personal aspirations, talents and achievements, and in acting upon it.

The importance of information and advice grows as alternatives and choices within education systems increase and as the educational choices and labour market

consequences that people face become more complex. Career Development Services make pathways through education more flexible and more individualised and Career Development Services for adults expand the range and flexibility of adult learning opportunities.

### **Training and Qualifications**

Government needs to be visibly active in defining the content and process of initial training for Career Development Services practitioners, and in relating these to the goals for public education, training and employment policies. This will ensure that trainers and practitioner associations will develop training programmes congruent with public policy objectives. The current development of a Competency Framework will impact positively on this situation.

Cyclical national reviews of training for Career Development Services practitioners need to be scheduled and variations in the quality and types of Career Development Services minimised.

The phenomenon of qualifications in related fields (for example, psychology or pedagogy) being regarded as sufficient for Career Development Services practitioners, even though such qualifications pay little or no attention to Career Development Services competencies needs to be addressed. National data to enable proper human resource planning for Career Development Services practitioners and investment in training needs to be gathered analysed and cogently utilised.

There is huge variation in the length of initial training programmes: ranging from three weeks to five years. Much of the very brief training that is provided is inadequate to develop the knowledge and skills needed for the job. On the other hand much of the longer training that is available develops skills to provide in-depth careers intervention and psychological counselling required by only a minority of users. The competency framework for Career Practitioners should assist in establishing graded and integrated learning pathways that enable Career Development Services practitioners to progress from non-expert to expert status.

The content of training programmes should include: skills in ICT use; training for support staff; skills for delivering Career Development Services through the



curriculum; knowledge of labour market changes; the international dimension of Career Development Services; and how to organise and manage services.

It is crucial to build clear objectives and outcomes for Career Development Services programmes within overall education, training and employment policies, and use these to guide the development and monitoring of training programmes for Career Development Services practitioners and to create national training and qualifications pathways to enable them to progress from non-expert to expert roles.

The 5X4 Inter-departmental Forum needs to advocate the development of targeted training for those who work with Career Development Services practitioners such as teachers, youth workers, community volunteers and social workers and use distance learning and ICT to make training more accessible. It should also facilitate a study of projections of supply and demand for Career Development Services personnel for the next 15 years.

### **FUNDING CAREER DEVELOPMENT SERVICES**

Career Development Services can be funded in a number of ways. These include: existing direct funding allocations from Departmental budgets; budget support grants from National Treasury to provincial and / or local government; subcontracting of selected services, and market-based provision. The challenge is to find the most appropriate mechanisms, or mix of mechanisms, that will work in particular contexts. It is postulated that a “hybrid” resourcing model would emerge through an incremental distillation of “best practice”.

Government will explore possibilities where funding to the spheres of government or to institutions takes the form of block grants which enable strategies that require, or allow, the relevant spheres of government to earmark funds for Career Development Services.

**Appendix 3** provides macro quantitative financial information available on Government budgets for the setting up and provision of Career Development Services.

## **CO-ORDINATION AND STRATEGIC LEADERSHIP**

Many citizens who need Career Development Services could find it difficult to get access to services that meet their needs, and services are inconsistent between sectors such as education and employment. This policy attempts to develop policy structures to ensure that the different government components that provide Career Development Services are connected to each other, through such means as inter-departmental committees, integrated ICT systems, national guidance forums, or the DHET which has the remit for coordination and leadership of the whole Career Development Services System.

The Career Development Services Coordinating Committee (that brings together different government portfolios with a responsibility for Career Development Services provision) will be used to develop common government policy objectives for Career Development Services and greater coherence, more efficiency, and sharing of responsibilities in Career Development Services provision.

## **ASSESSING THE EFFECTIVENESS OF CAREER DEVELOPMENT SERVICES**

The task of establishing a reliable evidence base is particularly challenging in the Career Development Services field, where the process and outcomes are neither readily visible nor easily measured, and where causality is difficult to determine. Even where an evidence base is being built up, the link between such data and the policy making process is often tenuous.

There is a need to identify the range of evidence currently being collected for different dimensions of Career Development Services provision, and the purpose, use and usefulness of such data and to identify gaps in the evidence needed to measure the impact of investment in Career Development Services and consider which other types of data are required.

The various Career Development Services structures established by this policy should plan consultations and collaborations with relevant stakeholders (users, administrators, practitioners) to identify which types of data, and what procedures for data collection, would be needed to improve analysis of the impact of Career Development Services upon the achievement of public policy goals. (Examples

might include indicators on users, services provided, staff time-use, and costs and outcomes.) They should also organise collaboration with selected other countries to develop common indicators, benchmarks and approaches to data collection and methods for cost-benefit studies.

## **WAY FORWARD**

Career Development Services plays a key role in helping labour markets work and education systems meet their goals. It also promotes equity: recent evidence suggests that social mobility relies on wider acquisition, not just of knowledge and skills, but of an understanding about how to use them. In this context, the mission of Career Development Services is widening, to become part of lifelong learning.

One key challenge for this changing service is to move from helping students decide on a job or a course, to the broader development of career management skills. For schools, this means building career education into the curriculum and linking it to students' overall development.

A second challenge is to make Career Development Services more widely available throughout adulthood. Such provision is underdeveloped, and used mainly by unemployed people accessing public employment services.

## **CONCLUSION**

Two key challenges have been identified that need to be addressed if Career Development Services is to make a more effective contribution to the achievement of lifelong learning and active labour market policy goals. These are: to provide services that develop career management skills, rather than only helping people to make immediate decisions; and to greatly widen citizens' access to Career Development Services, extending access throughout the lifespan.

In addressing these challenges it is first necessary to adopt a more modern approach to the training and qualifications of Career Development Services practitioners.

A second key issue to address is how to improve the ways that services are planned

and coordinated: between government and non-government services; between education, labour and other portfolios within government; and between the various education sectors.

A third important step, if public policy and Career Development Services are to be brought more closely together, must be for policy makers to improve greatly the information available to them about Career Development Services. They need to understand better who uses different services for what purposes, how well suppliers are serving demand, the costs and benefits of Career Development Services, and what clients think about what is on offer.

## REFERENCES

Vally, S and Motala, E., 2014, "Education, Economy & Society"

African National Congress (ANC), 1994. "A policy framework for Education and Training", discussion document, ANC Education Department, Johannesburg

White Paper for Post School Education and Training: "Building an Expanded, Effective and Integrated Post-School System" (2013)

OECD – "Career Guidance Policy Review" (2002)

OECD – "Career Guidance Policy Handbook" (2002)

SAQA – "Career Guidance – Challenges and Opportunities"(2009)

'An Environmental Scan of Career Advice Services in South Africa' (SAQA, 2012)

"Post 2015 Development Agenda: Goals, Targets and Indicators" (Special Report the Centre for International Governance Innovation and the Korea Development Institute. (CIGI, 2012)

## ACTS

Skills Development Act, No. 97 of 1998

Constitution of the Republic of South Africa, Act No. 108 of 1996

National Education Policy Act, Act No. 27 of 1996 (As Amended by BELA Act 15 of 2011)

Minister's Delivery agreement (2009 – 2014)

National Skills Development Strategy version 3 (NSDSIII)

Human Resources Development Strategy for South Africa (HRDSA),

National Development Plan - 2030 (NDP)

United Nations Development Programme. 2011. Human Development Report.

SA Government's Programme of Action (POA)

Report on the Evaluation of the Career Development Services Flagship Project  
(Uweso 2014) (Uweso)

Framework for Cooperation in the provision of Career Development (Information,  
Advice and Guidance) Services in South Africa (DHET 2012)

The National Skills Development Strategy III Progress report 2011 – 2013 (Report  
NSDSIII)

Research conducted by the European Centre for the Development of Vocational  
Training and the European Training Foundation on behalf of the European  
Commission. - "Career Guidance Policy Review" (2002)

## APPENDIX 1

### CONSULTATION PLAN

Activity	Dates
Internal Career Development Services discussion	16 April 2015
Branch Discussion	22 May 2015
Presentation to Senior Management/Senior Management Workshop	08 June 2015
DG sign-off for external consultation (e.g. NCDSF, other Departments & Entities)	15-19 June 2015
SETA CDS Consultation	2 <sup>nd</sup> week June 2015
National Career Development Services Forum & Other Departments / Entities (separately)	From 1 July 2015
Finalisation of an Initial SEIAS report	15 – 25 July 2015
Ministerial Sign Off – approval for public comments	1 August 2015
Cluster TWG Endorsement	31 July 2015
Cluster Endorsement	12 August 2015
Cabinet Endorsement	31 March 2016
Public Consultation	1 May 2016 –30 June 2016
Final draft	30 September 2016
Policy Gazetted	31 January 2017

## APPENDIX 2

## Current Initiatives / Activities of Government Departments / entities / in providing Career Development Services

Name of Department	Executing Authority	Sphere	Source of Mandate	HOW CDS IS MANIFESTED	Source
Department of Basic Education (DBE)	DBE	National	Basic Education Laws Amendment Act, 2011	Career guidance is offered through Life Orientation	Annual Report
Department of Correctional Services (DCS)	DCS	National	Section 41 of Act 111 of 1998 41. (1) (2) (a)	DCS rehabilitation programmes take into consideration the provision of education and skills development	Annual Report
Department of Labour (DoL)	DoL	National	Skills Development Act (No. 97 of 1998)	Registers jobseekers on their database and provides career guidance/counselling	Presentation to the Select Committee on Labour & Public Enterprise
Department of Defence Force (DoD)	The Minister and/ or President	National	Mandate does not provide for the provision of career services. Career-related services are derived from departmental strategic priorities; strategic priorities 1 and 4 under Medium Term Strategic Framework (MTSF) Priorities	Provision of bursaries to facilitate access to post-graduate education, provide technical skills required by the economy in partnership with Armscor, Denel and the Castle Control Board	Annual Report
South African Army	DoD	National	The mandate of SAM is twofold: the portion closely linked to career-related services is the 'contribution towards the development and upliftment of South Africa, its people and the African continent'. Development and upliftment are construed as incorporating career services.	SAM recruits the youth through its Military Skills Development System programme	
Department of Higher Education and Training	The Minister	National	DHET is the house to at least 9 legislative mandates. The following two are pertinent to the provision of career services namely: Skills Development Levies Act, 2010 (Act 24 of 2010) and Skills Development Act, 1998. (Act No. 97 of	The establishment of SETAs is one of the many mechanisms through which DHET provides career services. DHET also provides career services in partnership with SAQA through its Ministerial CAS Project	Annual Report



Name of Department	Executing Authority	Sphere	Source of Mandate	HOW CDS IS MANIFESTED	Source
Military Veterans	The Minister and/ or President	National	1998) Section 5 of the Military Veterans Act No 18 of 2011, the Act provides for the provision of education, training and skills development	It is not clear as to how the department carries out its career services	
Department of Arts and Culture	The Minister	National	Section 16 (1) Constitution of the Republic of South Africa	Inserted for the purpose of integration of career services at public libraries as contemplated in EU Business Plan page 6	
Department of Science and Technology	The Minister	National	Derives its mandate from 1996 White Paper on Science and Technology. Development of human resources provides for the promotion of scientific and technical education and training.	BIOCareers is a website through which learners can access information on science and technology careers.	
Department of Public Administration	The Minister	National	The Public Service Act of 1994, amongst other things, provides for the regulation of the conditions of employment, terms of office and matters connected therewith	Amongst other programmes, DPSA ensures that employees have access to on-going and equitable training geared towards achieving an efficient, non-partisan and representative public service	
Local government		Local	SALGA derives its mandate from the Constitution of the Republic of South Africa. It works with the LGSETA in a collaborative context to address the provision of career development services.		
<b>Entities and Institutions of DHET</b>					
Sector Education and Training Authorities (SETAs)	DHET	National	Act No 97 Skills Development Act, 1998	Career guides and guidance, learnerships and exhibitions	
Higher Education South Africa (HESA)	DHET	National	University Act (Act 61 of 1955) NISHE is arm that attends to the provision of career services	Offers services through engaging and enlisting membership of University, FET colleges, SETAs, municipality and companies to empower graduates. Motivates and supports students prepare for the world of work	
National Artisan Moderation Body (NAMB)	DHET	National	Section 26 A (1) (a) Skills Development Act	Coordinates information on artisanship. Aimed at developing a national databank of apprentices in all trades to accompany a new system of centralised trade-testing	

Name of Department	Executing Authority	Sphere	Source of Mandate	HOW CDS IS MANIFESTED	Source
TVET Colleges	DHET	National	Further Education and Training Act		
South African College Principals Association			No legislation		
<b>Statutory Bodies</b>					
National Youth Development Agency (NYDA)	The Presidency	National	National Youth Development Act (No. 54 of 2008)	Career guides, exhibitions and walk-in centres	
South African Qualifications Authority	The Minister of the DHET	National	Act 67 of 2008 (To facilitate access to, mobility and progression within education, training, and career paths)	Career guides, exhibitions and walk-in centres, telephone, SMS	
<b>Non-Governmental Organisations</b>					
South African Graduate Development Association		National	Not a statutory body.	Conduct workshops/seminars and events where experts from private sector, the media, educational institutions and analysts are invited to discuss issues contributing to unemployment, underemployment and drop out or failure rate	
South African Career Development Agency			No legislation	Establish a programme of professional development for Life Orientation teachers and other Career Development Practitioners	
<b>Provincial Governance</b>					
Eastern Cape	Premier	Provincial	The Provincial Human Resource Development recognises the segmentation of the Provincial labour market and the contribution it has on poverty. In addition, segmentation of the labour market results in large numbers of people excluded from the job market for lack of skills. The Provincial Human Resource Development strategy communicates its intention to prioritise skills development aligned with the labour market.	EPWP Amathuba Portal is an online channel through which unemployed graduates can register as job seekers or for internships. Amathuba is a provincial government's intervention towards unemployment in the Eastern Cape.	

Name of Department	Executing Authority	Sphere	Source of Mandate	HOW CDS IS MANIFESTED	Source
Free State	Premier	Provincial	In his 2013 State of the Province Address, the Free State province Premier indicated his province's intention to establish fully-fledged Career Guidance Centres in two districts in the Province.	Unemployed graduate database, funding in the form of bursaries is made available annually for Free State students studying any of the scarce skill professions at higher education institutions; learnerships are advertised.	
Gauteng	Premier	Provincial	Gauteng's Medium Term Strategic Framework outlines the strategic priorities and programmes in line with its electoral mandate that communicates its "commitment to place the creation of decent work and sustainable livelihoods at the centre of its policies and programmes".	Development of economic and social infrastructure seems to be the mechanism used to create employment opportunities.	
KwaZulu- Natal	Premier	Provincial	Job Creation and Human Resource Development are at the apex of 7 strategic goals and objectives and are aligned to the National Human Resource Development Strategy for South Africa. There are clear indications that skills development is prioritised and promotion of entrepreneurship as career of choice.	Amongst other programmes, the Province intends to promote SMME and entrepreneurial development, improve efficiency of government led job creation programmes, support skills alignment to economic growth and enhance youth skills development and life-long learning	
Limpopo	Premier	Provincial	Limpopo has identified, consistent with the electoral mandate, education and skills development programme as key strategic interventions to realise its growth and development objectives.	The Province has identified SETAs, FET colleges, Agricultural Colleges, mining colleges, teacher and nursing colleges, as well as social development funding as a crucial part of the platform for the supply of skills development courses.	
Mpumalanga	Premier	Provincial	Skills development and active labour market policies that facilitate the school-to-work transition are seen as a measure to curtail unemployment and create decent jobs.	Mpumalanga Regional Training Trust reports through the Board of Directors to the MEC of Education and it is mandated to develop the human resource base of the Province through the provision of experiential, practical, hospitality, tourism, entrepreneurial and life skills training.	

Name of Department	Executing Authority	Sphere	Source of Mandate	HOW CDS IS MANIFESTED	Source
North West	Premier	Provincial	Training and Skills Development and SMME Development are amongst the eight (8) Growth and Development pillars outlined in the Province. The Provincial Growth and Development Plan is derived from the Constitutional obligation of Government to meet the basic socio-economic rights of each individual and the norms and standards accepted as affordable in the Reconstruction and Development Policy (RDP) of 1994.		
Northern Cape	Premier	Provincial	The Human Resource and Skills Development Strategy of the province are derived from the policy and legislative frameworks for implementation of its programmes as captured in the Skills Development Act and the National Human Resource and Skills Development Strategies. The Human Resource Development Strategy for the Northern Cape Province is informed by the critical challenges that the province faces. These include: high levels of unemployment, low levels of literacy and improving Work Force Productivity.	In partnership with SALGA Northern Cape, the Province has established the Municipal Training and Development Institute (MTI). It was initially funded by SIDA as part of the Municipal Development Programme. The MTI aims to build capacity at the local government level within the Northern Cape.	
Western Cape	Premier	Provincial	The provision of career services is derived from the legislative framework that cites <i>inter alia</i> , the Constitution of the Republic of South Africa Act 108 of 1996, Skills Development Act of 1998 (as amended by Act 37 of 2008) and the National Skills Development Handbook, 2009		
Both National and Provincial governments have job creation and human resource development as a core business of their objectives.					

Provincial Departments by province	Department	Provision of Career related Services	Executive authority
<b>Eastern Cape</b>	Agriculture	Career services are offered in the form of training programmes in agriculture. Two institutions namely Tsolo Agricultural Development Institute and Mpofu Training Centre are mandated to offer such services	MEC
	Arts and Culture	Amathuba Portal is an initiative developed by the department to register jobseekers	MEC
	Local Government and Traditional Affairs	No provision of career related services (provisional)	MEC
	Department of Economic Development, Environmental Affairs and Tourism (DEDEAT)	In line with the PGDP and Skills Development Act of 1999, the Department of Economic Development, Environmental Affairs and Tourism (DEDEAT) awards bursaries annually to academically qualifying and financially needy students in the Eastern Cape	MEC
	Education	The Department communicates its plans to provide career guidance and subject choices	MEC
	Treasury	The Department has a Skills Development programme mainly focusing on the provision of learnerships and bursaries	MEC
	Social Development	Unemployed graduates can register or upload CVs on the departmental portal	MEC
	Transport	The Department offered 84 learnerships to address skills shortage and expose young and unemployed graduates to the work environment	MEC
<b>Free State</b>	Health	Website contains information about contact details on Career Opportunities available in the Eastern Cape Department of Health	MEC
	Agriculture	Programme 7: Structured Agricultural Education and Training Strategy of the 2012-15 Annual Performance Plan is intended to facilitate and provide agricultural education and training in line with the Agricultural Education and Training Strategy. The programme seeks to recruit and train students to ensure that they become skilled and knowledgeable for application in the agricultural sector.	MEC
	Sports, Arts, Culture and Recreation	Bursaries, career exhibitions and learnerships are offered to address scarce skills in Sports, Arts, Culture and Recreation	MEC
	Cooperative Governance and Traditional Affairs	The focus is on Human Resource Skills development (capacitating employees)	MEC
	Economic Development and Tourism and Environmental Affairs	Career related services (learnerships, bursaries) are provided according to Workplace Skills Plan and Human Resource plan. The focus is on employees. However, the Department has a National Tourism Career Expo	MEC
	Education	The Annual Performance Plan provides for the provision of training and support to LO Educators on Career Guidance. There is an indication to provide learners with career and subject choices	MEC

Provincial Departments by province	Department	Provision of Career related Services	Executive authority
	Human Settlements	The Department has a plan consistent with the Human Resource Development to ensure the continuous supply of critical skills	MEC
	Treasury	Information on leadership available on website.	MEC
	Police, Roads & Transport	Planned policy initiatives of the Department include the recruitment, retention and management of appropriate talents and scarce skills	MEC
	Public Works	The Extended Public Works Programme (EPWP) is a programme designed to alleviate poverty through the creation of work opportunities for the unemployed, using public sector expenditure. The Department of Public Works participates in the Free State provincial bursary scheme. Information can be obtained from the websites of the provincial Department of Education and the Department of the Premier. The Department has almost 157 full-time bursary holders who are actively pursuing degrees and diplomas at tertiary institutions in mostly scarce skills occupational fields	MEC
	Social Development	Consistent with Outcome 13, the Department aims to increase the number of social service professions and implement scholarship programmes	MEC
	Health	Career related services (learnerships, bursaries) are provided according to Workplace Skills Plan and Human Resource plan.	MEC
<b>Gauteng</b>	Agriculture and Rural Development	Development and implementation of Workplace Skills Plan is prioritised to address scarce skills within the Department. The provision of learnerships is that the strategies that the Department uses to recruit young people.	MEC
	Sport, Arts, Culture and Recreation	Bursaries and learnerships are offered to address scarce skills in Sports, Arts, Culture and Recreation	MEC
	Community Safety	No career related information	MEC
	Economic Development	Gauteng Youth Employment Strategy provides for the provision of career services (awareness at schools, learnerships, bursaries, internships, training lay counsellors)	MEC
	Education	<b>Gauteng Department of Education Strategic Objective 12:</b> Career counselling to improve the transition from school to further education or place of work: We will focus on intensifying school-based Career Counselling and increasing access to Career Fairs. We will also focus on building the capacity of the Career Centre at the Sci Bono Discovery Centre to become the provincial hub of career guidance. This will include building the capacity, together with Higher Education Institutions, to conduct psychometric testing to support Grade 9 learners in high risk communities to identify career paths that match their personality and attributes. This will also ensure that they select the correct combination of subjects in the FET Band and support the transition from school into future employment.	MEC

Provincial Departments by province	Department	Provision of Career related Services	Executive authority
		<b>Gauteng Department of Education Strategic Objective 13:</b> Career counselling to improve the transition from school to further education or place of work: We will focus on intensifying school-based Career Counselling and increasing access to Career Fairs. We will also focus on the building the capacity of the Career Centre at the Sci Bono Discovery Centre to become the provincial hub of career guidance. This will include building the capacity, together with Higher Education Institutions, to conduct psychometric testing to support Grade 9 learners in high risk communities to identify career paths that match.	
	Human Settlements	The Department has been providing career related services in the form of Learnership programmes and skills development training	MEC
	Finance	Provides business development support and training to youth-owned enterprises.	MEC
	Infrastructure Development	Through Artisan Technical Training and Development Programme the Department aims to create jobs in the construction sector.	MEC
	Social Development	Amongst its many strategic goals, the Department aims to facilitate expansion and strengthening of Social Sector Expanded Public Works Programme and implement youth programmes that assist youth to access decent work and participate in mainstream economy.	MEC
	Roads and Transport	Job creation and skills development are addressed through the Expanded Public Works Programme	MEC
	Health	The Policy mandates of the Department provides for the promotion of quality education and skills development. The Department recognises shortage of skills in areas such as Occupational Health, medicine and Pharmacy. The provision of learnerships, bursaries and internships is seen as a measure through which shortage of skills can be addressed.	MEC
<b>Limpopo</b>	Agriculture	Every year the Department issues internships opportunities for graduates who have not completed internships before	MEC
	Arts and Culture	The focus is on artistic skills and training of coaches	MEC
	Co-operative Governance, Human Settlement and Traditional Affairs	The Department offers internships and bursaries	MEC
	Education	Skills Development Act, 1998 is mentioned as one of the legislative mandates but there is no explicitly stated indication of the provision of career services. Emphasis is on Human Resource Development	MEC
	Health and Social Development	The Department identifies the required skills needs in line with its strategic objectives. The identified skills needs are then advertised and publicised for community consumption through Career expos, local newspapers and local	MEC



Provincial Departments by province	Department	Provision of Career related Services	Executive authority
		radio stations.	
	Public Works	The Expanded Public Works Programme is an initiative aimed at the promotion of skills development and labour intensive methods. The Department further offers learnerships, internships and bursary to address scarce skills in the province.	MEC
	Treasury	Treasury is committed to supporting education and addressing skills gaps in Accounting, Finance and ITC fields in the Province by offering full-time study bursaries.	MEC
	Roads and Transport	Consistent with Strategic Priority 4 of the MTSF, the Department aims at providing bursaries and learnerships to areas of study that will aid in addressing the skills shortages in the transport sector and in particular road construction.	MEC
	Co-operative Governance, Human Settlement and Traditional Affairs	The Department offers internships	MEC
	Economic Affairs and Tourism	The Tourism Directorate conducted a special outreach programme to schools the aim being to encourage them to obtain tertiary qualifications and to pursue careers within the tourism industry.	MEC
	Environment and Nature Conservation	Consistent with Strategic Priority 4 of the MTSF, the Department provides bursaries and learnerships	MEC
	Roads and Public Works	Career related services are provided	MEC
	Social Development	The Department undertakes career related services through the National Youth Service and the Masupatsela Youth Pioneer	MEC
	Sports Arts and Culture	The Department is responsible for developing and promoting the Provincial Sport Academy consistent with SASCOC's strategic objectives. SASCOC aims to facilitate the implementation of and recognise existing Sports Academies by 2016. The provision of career counselling and guidance is outlined as one of the main objectives of the afore-mentioned Academies.	MEC
	Transport, Safety and Liaison	Hosted a Career Expo and Recruitment Drive in partnership with South African Navy, SANDF, SAPS and Lovelife	MEC
	Education	No mention of career related services	MEC
<b>North West</b>	Agriculture, Land Reform and Rural Development	Learnership and accredited short skills modules are offered through Structured Agricultural Training	MEC
	Education	Adult Education and Training Centres offer skills programmes for the adult community	MEC
	Economic Development, Environment and Tourism	The Department intends to embark on a 12 month Learnership on waste management. The beneficiaries of the learnership are intended to craft a career path into the Waste Management Sector	MEC



Provincial Departments by province	Department	Provision of Career related Services	Executive authority
	Finance	Consistent with the Workplace Skills Plan, the Department offers internships and learnerships.	MEC
	Human Settlements, Public Safety and Liaison	The provision of skills development is carried out within the Department to capacitate its workforce	MEC
	Local Government	Skills Development Act, 1998 is mentioned as one of the legislative mandates but there is no explicitly stated indication of the provision of career services. Emphasis is on Human Resource Development	MEC
	Social Development, Women, Children and Persons with Disabilities	Social Work bursaries are offered for those who want to study social work as a profession. The Department intends to offer learnership programmes to unemployed youth.	MEC
	Sports, Arts and Culture	Mmabana Arts, Culture and Sport Foundation is an NGO through which the Department seeks to provide training to registered learners in arts and craft. The Department further intends to ensure the existence of proper infrastructure and programmes for the development of talent and skills in Sport, Arts and Culture activities.	MEC
	Health	Programme 6 of the Department namely: Health Sciences and Training, is aimed at providing education and training opportunities for health care workers as well as bursaries for individuals from disadvantaged backgrounds as well as addressing key issues of human resource management as required by the national department of health.	MEC
	Public Works, Roads and Transport	The massification of job creation through the Expanded Public Works Programme (EPWP) remains a priority for the Department. It intends to focus on skills development particularly scarce skills such as artisans and professionals in the built environment. Learnerships, apprenticeships and skills programmes were offered to address skills shortage.	MEC
<b>Mpumalanga</b>	Agriculture, Rural Development and Land Administration	Structured Agriculture Training is a programme responsible for providing agricultural training at the Higher Education and Training and Further Education Training levels. Key services currently provided include certificates and Diploma courses on farm training and skills transfers as well as accredited further education and training.	MEC
	Co-operative Governance, and Traditional Affairs	The Department intends to develop a programme of action and plans to assist the municipalities to attract and retain scarce skills.	MEC
	Culture, Sport and Recreation	Internships and learnership	MEC
	Economic Development, Environment and Tourism	The Department holds an annual Mpumalanga Tourism Career Expo. In the past, the Department facilitated the provision of basic business skills training to SMMEs and offered internships and bursaries. (Annual Report 2009/10)	MEC

Provincial Departments by province	Department	Provision of Career related Services	Executive authority
	Education	The Department procured Career Guidance books to enable learners to choose careers. Educators attended training on Career guidance programmes. The Province has established Mpumalanga Regional Training Trust in partnership with SETAs. Its objectives are <i>inter alia</i> , to provide accredited scarce and critical skills namely Technical, Hospitality & Tourism, Entrepreneurial programmes.	MEC
	Finance	Learnerships and bursaries (revisit)	MEC
	Health and Social Development	No career related information provided on the website	MEC
	Human Settlements	No career related services	MEC
	Public Works, Roads and Transport	The Department derives its mandate <i>inter alia</i> from the Skills Development Act. In order to address the shortage of skills, the Department intends to provide learnerships and internships.	MEC
<b>Western Cape</b>	Agriculture	Programme 7: Structured Agricultural Education and Training Strategy of the 2012-2013 Annual Performance Plan is intended to facilitate and provide agricultural education and training in line with the Agricultural Education and Training Strategy. It is hoped that the programme will play a crucial role in ensuring a skilled and capable workforce to support an inclusive growth.	MEC
	Community Safety	At the Further Education and Training level, learner license courses for the youth in schools and the unemployed are being implemented in partnership with local authorities and civil society so as to help them become economically active.	MEC
	Cultural Affairs and Sport	DCAS plans to engage with a number of role-players to gain access to accredited training opportunities such as those offered by CATHSSETA.	MEC
	Economic Development and Tourism	Western Cape Tourism HRD Implementation Plan has established a number of programmes in an attempt to address skills development. Some of the programmes include Tourism Collective Bursary project, Tourism Enterprise Development and Tourism FET skills programme. Each of these programmes has specific goals. The Province intends to increase the supply of appropriate skills to meet current and future skills' demands and facilitate quality training and career mobility for current workforce.	MEC
	Education	The department intends to enhance the quality of teaching and learning through training programmes for teachers and career guidance programmes for students. Bursaries are offered annually to provide a continuous supply of newly qualified educators.	MEC
	Environmental Affairs and Development Planning	Career guidance is provided to students at high schools regarding careers in the field on environmental compliance and enforce.	MEC

Provincial Departments by province	Department	Provision of Career related Services	Executive authority
	Health	The Department invests in the marketing of nursing as a career choice. Other initiatives to create job opportunities include the provision of learnership programmes, internship opportunities through the EPWP and the Assistant to Artisan programme.	MEC
	Human Settlements	Funding is made available to students that wish to pursue fields such as Civil Engineering, Human Settlements Development Degree, Construction Science and related careers.	MEC
	Social Development	In partnership with SETAs, the Department intends to recruit and place youth in accredited skills and development programmes. Internships are offered through Expanded Public Works Programmes Youth Opportunity Project	MEC
	Transport and Public Works	The MasakhisiSizwe Programme is a strategic partnership with Higher Education Institutions, private sector and local authorities, aimed at addressing the skills needs in the Department and within the general built environment. The programme goes beyond providing bursaries to students and includes: support programmes, experiential training opportunities, provision of job opportunities for graduates. The Department began training Diesel Mechanic Apprentices at the beginning of 2010.	MEC
	Treasury	Bursary opportunities are offered to Grade 12 learners and post- and undergraduate students interested in pursuing careers in Economics, Accounting and related courses.	MEC
<b>KwaZulu- Natal</b>	Agriculture and Rural Development	Structured Agriculture Training is mandated to provide agricultural training at the Higher Education and Training and Further Education Training levels. The department further offers financial assistance in the form of bursaries.	MEC
	Arts and Culture	No mention of career related services	MEC
	Community Safety and Liaison	Skills Development Act is seen as one of the legislations that govern the administrative functions of the department. The Department has established Thathulwazi Community Police training in partnership with FET Colleges in KZN so that community members can enjoy credible training and obtain genuine skills.	MEC
	Cooperative Governance and Traditional Affairs	The Department intends to enhance the skills of its staff and support skills aligned to economic growth. Consistent with Human Resource Development, the Department further aims at supporting enhanced Youth Skills Development and Life-long Learning.	MEC
	Economic Development, Tourism and Environmental Affairs	KZN Unemployed Graduates website	MEC
	Education	Bursaries and Learnerships are offered in line with the Human Resource	MEC

Provincial Departments by province	Department	Provision of Career related Services	Executive authority
	Health	Development strategy to enhance teacher capacity. Careers in health book, departmental bursaries	MEC
	Human Settlements	In an attempt to support the creation of sustainable human settlements the Department intends to train youth ambassadors on construction management NQF 5. Emerging contractors are supported through Skill Development Training Support and Mentorship. Internship programmes are offered to unemployed graduates in order to gain work related experience. Scholarship programmes are offered aimed at addressing skills development and acquisition.	MEC
	Public Works	While delivering on its core business, the Department has a critical role of enhancing and building sector specific skills for both construction and property management sectors. As part of skills development within the Property Management Sectors, the Department has introduced Property Incubator Programme with an intention to providing appropriate skills. Youth investment and development is taken into account through the National Youth Service Programme. This accredited programme offers both theoretical and practical experience within a period of 12 months. In addition to practical training opportunities the department has a bursary programme that caters for technical studies within the built and property management fields of study.	MEC
	Social Development	Social Auxiliary Work Learnerships, Internships and scholarships are offered to address skills shortage in the Department	MEC
	Sport and Recreation	The Department introduced and implemented a Bursary and Scholarship Scheme to retain sporting talent in the province. Youth that are imbued with sporting talent but without the financial support to pursue an academic career are considered.	MEC
	Transport	In addressing shortage of skills, the Department intends to amongst other things, formalise mentorship programmes, award bursaries to students in the engineering and technical fields and introduce training programmes	MEC
	Treasury	The Department experiences shortage of skills such as accounting and economics. In order to address this challenge, the department has an initiative with the South African Institute of Chartered Accountants aimed at ensuring that the country produces more chartered accountants. The department is also contributing toward skills development through its internship programme	MEC

Provincial Departments by province	Department	Provision of Career related Services	Executive authority
		<p>The government's Medium Term Strategic Framework (2009-2014) is the document meant to guide planning and resource allocation across all the spheres of government. National and provincial departments developed their five-year strategic plans consistent with the MTSF. The MTSF is informed first by the electoral mandate. The framework outlines government's 10 strategic priorities. Strategic Priority 4 namely: <b>strengthen the skills and human resource base</b> relates to education and the provision of career related services. The framework is structured such that government structures (local, provincial and national) have to focus their resources towards the implementation of the strategic objectives. In most cases, all the structures, unless indicated otherwise, provide career services in the form of learnerships, internships, bursaries and other skills development programmes. Information contained in this document was gathered from Annual Performance Plans, Departmental website and Strategic Plan documents.</p>	

## APPENDIX 3

### FINANCIAL INFORMATION

An analysis of Government-wide Career Development related activities gleaned from available Annual Performance Plans (APP) indicated the following annual budget allocation

SETAs	R9,578,029,156
National Departments	R31,773,000
DHET	R70,000,000
<b>Total</b>	<b>R9,679,802,156</b>

The DHET budget for setting up and providing Career Development Services from 2010 to 2015 amounted to approximately R 350,000,000 over 5 years – an average of R 70,000,000 per year. It is reasoned that the CDS Policy would not stress existing budgets – and would focus more on optimum targeting of existing resources.

### CAREER DEVELOPMENT SERVICES – DHET FUNDING

SOURCE	YEAR	BUDGET	EXPENDITURE	BALANCE
*NSF	2010-13	R102,400,000	R100,495,836	R1,904,164
*NSF	2013-14	R42,240,000	R37,021,026	R5,218,974
**BSG1	2014-16	R60,000,000	R11,442,241	R48,557,759
**BSG2	2014-17	R99,000,000	R8,984,768	R90,015,232
<b>TOTAL</b>		<b>R303,640,000</b>	<b>R157,943,871</b>	<b>R145,696,129</b>

\*NSF = National Skills Fund

\*\*BSG = Budget Support Grant (National Treasury)

## APPENDIX 4

### ACRONYMS USED IN THIS DOCUMENT

BGS	=	Budget Support Grant
CAS	=	Central Applications System
CATHSSETA	=	Culture, Arts, Tourism, Hospitality and Sport Sector Education and Training Authority
CDS	=	Career Development Services
CDSS	=	Career Development Services System
CIGI	=	Centre for International Governance Innovation
DBE	=	Department of Basic Education
DCAS	=	Department of Cultural Affairs and Sport
DCS	=	Department of Correctional Services
DEDEAT	=	Department of Economic Development, Environmental Affairs and Tourism
DHET	=	Department of Higher Education and Training
DoD	=	Department of Defence
DoL	=	Department of Labour
DPME	=	Department of Performance Monitoring and Evaluation
DPSA	=	Department of Public Service and Administration
EPWP	=	Expanded Public Works Programme
ESSA	=	Employment Services of South Africa
EU	=	European Union
FET	=	Further Education and Training
GDP	=	Gross Domestic Product
HRD	=	Human Resources Development
HRDSA	=	Human Resources Development Strategy for South Africa
ICT	=	Information and Communications Technology
IPAP	=	Industrial Policy Action Plan
LURITS	=	Learner Unit Record Information and Tracking System
MEC	=	Member of the Executive Council
MTI	=	Municipal Training Institute
MTSF	=	Medium Term Strategic Framework
NAMB	=	National Artisan Monitoring Board

---

NCAP	=	National Career Advice Portal
NCDSF	=	National Career Development Services Forum
NDP	=	National Development Plan 2030
NEET	=	Not in Education Employment or Training (Youth)
NGO	=	Non Governmental Organisation
NIS	=	National Identity System
NiSHE	=	National Information Service for Higher Education
NQF	=	National Qualifications Framework
NSDSIII	=	National Skills Development Strategy (version 3)
NSF	=	National Skills Fund
OECD	=	Organisation for Economic Co-operation and Development
PGDP	=	Provincial Growth and Development Plan
PoA	=	Programme of Action (South African Government)
RDP	=	Reconstruction and Development Programme
SALGA	=	South African Local Government Association
SANDF	=	South African National Defence Force
SAPS	=	South African Police Service
SAQA	=	South African Qualifications Authority
SASCOC	=	South African Sports Confederation and Olympic Committee
SEIAS	=	Social-Economic Impact Assessment System
SETA	=	Sector Education and Training Authority
SMME	=	Small Medium and Micro Enterprises
SMS	=	Senior Management Service
SONA	=	State of the Nation Address
STATS-SA	=	Statistics – South Africa
TVET	=	Technical and Vocational Education and Training
TWG	=	Technical Working Group
UNESCO	=	The United Nations Organisation for Education, Science and Culture