

RESPONDING TO THE EDUCATIONAL NEEDS OF POST-SCHOOL YOUTH

DETERMINING THE SCOPE OF THE PROBLEM AND DEVELOPING A CAPACITY-BUILDING MODEL

First Draft Synthesis Report June 2009

Statistics are still under review and are not to be quoted without permission



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List of Acronyms

ABET	adult basic education and training
CHET	Centre for Higher Education Transformation
CHE (HEQC)	Council on Higher Education and Higher Education Quality Committee
DoE	Department of Education
DoHET	Department of Higher Education and Training
FET	further education and training
FETI	Further Education and Training Institute
HE	higher education
HEIs	higher education institutions
HEQF	Higher Education Qualifications Framework
JIPSA	Joint Initiative on Priority Skills Acquisition
NEET	not in employment, education or training
NCV	National Certificate Vocational
QCTO	Quality Council for Trade and Occupations
SALDRU	South African Labour and Development Research Unit
WIL	work-integrated learning

1. Introduction

CONTEXT

The joint proposal between the Centre for Higher Education Transformation (CHET) and the Further Education and Training Institute (FETI) to the South African Department of Education (DoE) and the Ford Foundation for this project was developed in the context of a:

1. Large annual outflow of students without meaningful further educational opportunities;
2. Post-school institutional architecture which limits further educational opportunities for young people;
3. Lack of integrated and systematic data about the 'excluded youth'; and
4. Recapitalised FET college sector that requires capacity building.

DELIVERABLES

It was expected that some of the tangible outcomes of the project would be:

- A 'scoping' report that integrates data from a range of sources which would be the first report to provide an integrated picture of the need for and provision of education for out-of-school youth.
- A report analysing the pilot projects attempting to link higher education (HE) and further education and training (FET) institutions in South Africa and similar international initiatives.
- A proposal on a possible national framework to facilitate greater and more structured interaction between universities and FET colleges.
- A workable model for utilising a variety of capacities in the university sector to build corresponding capacities in the FET sector.
- That the results of the project will not only be useful to the national government, but also to universities, FET colleges, non-governmental organisations and funders.

2. Methodology

There are three distinctive but linked components to the study:

1. Determining more accurately the scope of the need for post-school educational opportunities – see report entitled '**Scoping the Need for Post-School Education**' (Sheppard & Cloete, 2009)
2. An approach to build capacity amongst FET colleges and explore mechanisms to facilitate student and staff mobility – see report entitled '**Increasing Educational Opportunities for Post NQF Level 4 Learners Through the Further Education and Training College Sector**' (Stumpf, Papier, Needham & Nel, CHET, May 2009)
3. An analysis of data pertaining to 18–24-year-old students from the National Income Dynamics Study and the Cape Area Panel Study (SALDRU, in progress).

2.1 DATA SOURCES

- Education at a Glance in South Africa, 2000–2005
- Education Statistics in South Africa, 2006, 2007
- 2007 Community Survey, Unit records
- 1996 and 2001 Census, 10% sample unit records
- EMIS 2000–2007
- FET Survey 2007
- HEMIS 2000–2007
- Community Survey 2007 (Revised version)

2.2 SAMPLE

The 2007 Community Survey conducted by Stats SA collected data on: population size; composition and distribution; migration; fertility and mortality; disability and social grants; school attendance and educational attainment; labour force; and income. A total of 274 348 dwelling units were randomly sampled (Stats SA, 2007).

It was decided to analyse the 18–24 age cohort, on recommendation from the Department of Education, since this is the age cohort referred to by UNESCO in terms of participation in post-school education. The records of 5 599 337 persons for 1996, 6 253 197 persons for 2001, and 6 758 366 for 2007 were identified as between 18 and 24 years old. The analysis looked at educational attendance, level of education obtained, employment status, occupation and levels of unemployment, as well as the number of persons within this age cohort who were not attending educational institutions, were not employed at a level appropriate for their level of education, and were not prevented from working or attending education as a result of severe disability.

A more comprehensive explanation of the data and data weaknesses will be provided in the next draft.

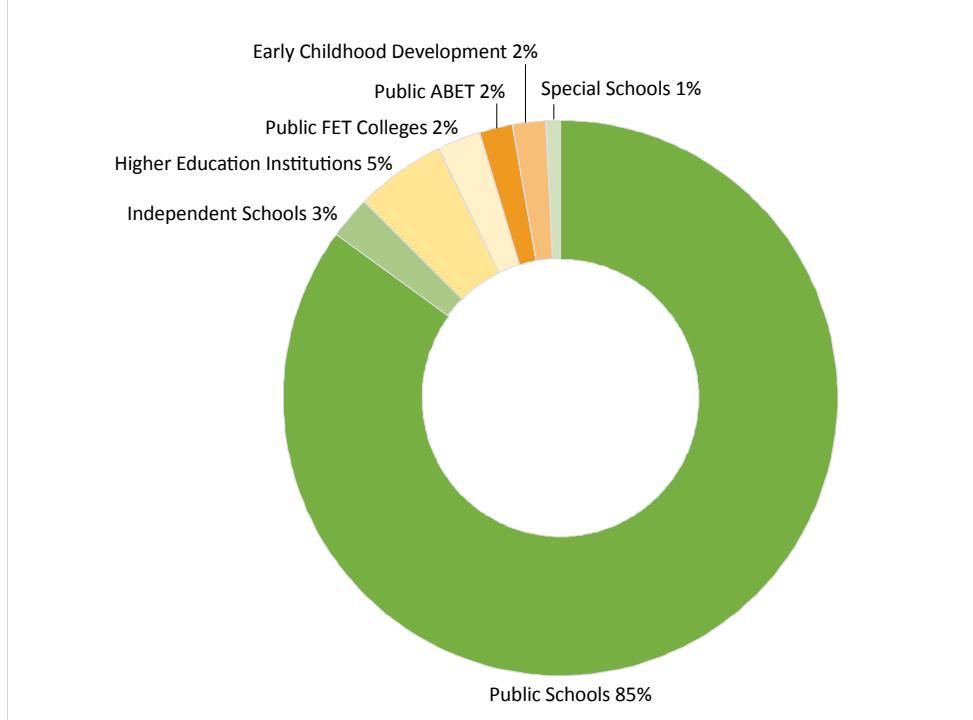
3. Overview of Education in SA

3.1 ENROLMENTS IN THE EDUCATION SYSTEM

Table 1 Composition of South African Education, 2007

Education Sector	Enrolments
Public Schools	12 048 821
Independent Schools	352 396
Higher Education Institutions	761 087
Public Further Education and Training (FET) Colleges	320 679
Public Adult Basic Education and Training (ABET)	292 734
Early Childhood Development	289 312
Special Schools	102 057
TOTAL	14 167 086

Source: DoE (2007), Education Statistics in South Africa (2007).



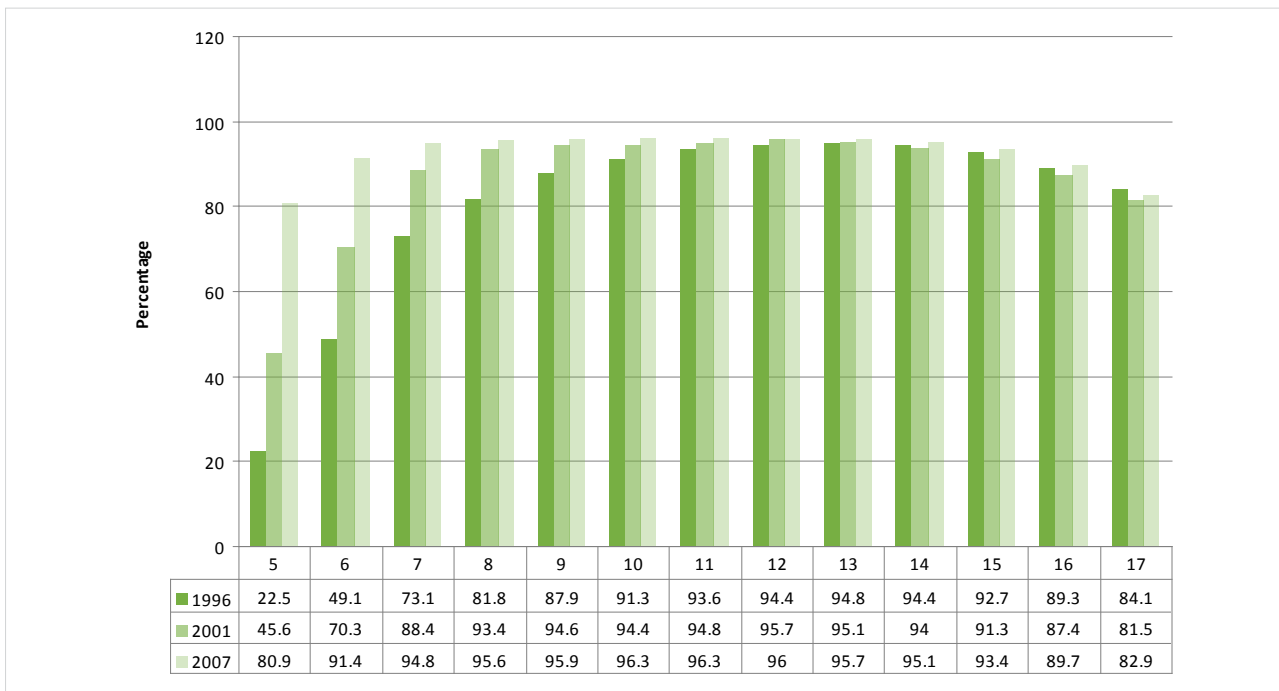
3.2 CHANGING TRENDS IN EDUCATIONAL PARTICIPATION

Table 2 shows an impressive increase in participation in the school-going group, particularly in ages 5–16. This is a result of one of the most successful improvements of school participation in the world. As is well known, it does have negative side-effects in the form of poor quality and high drop-out rates.

Table 3 shows a rather different picture, namely a decrease in participation of 18–24-year-olds between 1996 and 2007. ‘Up to age 13 years there was an increase in the percentage attending an educational institution between 1996 and 2001, but from age 14 years and older the proportion decreased. On the

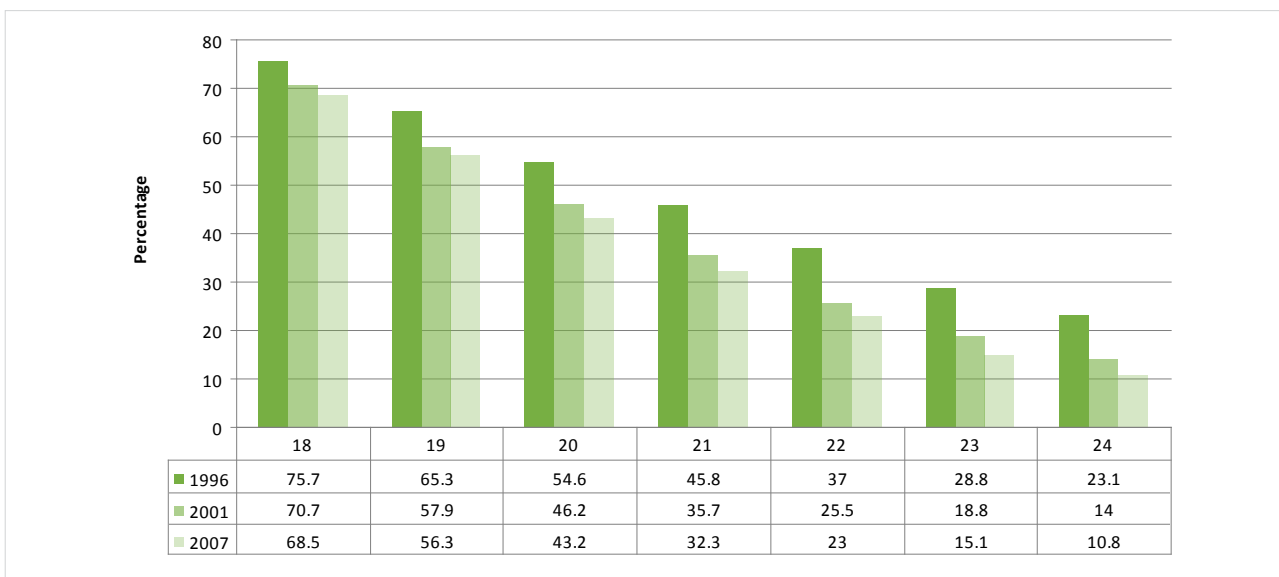
other hand, CS 2007 shows an increase (from 1996 and 2001) up to age 17, with a steep increase among those aged 5 and 6. However, amongst those aged 18 years and older, the percentage decreased “slightly” in 2007 from 1996 and 2001’ (Stats SA, Statistical Release P0301, p. 28). ‘Slightly’ for Stats SA means an increase in youth who are not in education or training, or employed (**NEET**) for over 5 years, or **79 657** for every year since 2001.

Table 2 Attendance at an educational institution amongst persons aged 5 to 17 years: 1996, 2001, 2007 (%)



Source: Stats SA (2007) Statistical Release P0301; Community Survey (2007, revised version)

Table 3 Attendance at an educational institution amongst persons aged 18 to 24 years: 1996, 2001, 2007 (%)



Source: Source: Stats SA (2007) Statistical Release P0301; Community Survey (2007, revised version)

Work is still being done on Tables 2 and 3, particularly to check whether the ‘decline’ in participation is in education participation or is a decrease in labour market absorption? A more detailed analysis of the 2000–2007 household surveys is also underway.

3.3 RETURNS ON EDUCATIONAL ATTAINMENT

The decrease in participation for the 18–24-year-old age group severely affects the life opportunities of young people. Table 4 below shows the dramatic reduction of those who are not in education/training, nor employed (NEET) as level of education improves. It shows that the ‘worst’ thing that can happen to a student is to drop out of school between Grades 10–12 (990 794). It also demonstrates the dramatic decline in unemployment and lack of further education as students proceed beyond Grade 12.

Table 4: Number Not in Education, Training or Employment

Primary or less	500 662
Secondary, less than Grade10	508 597
Grade 10 and less than Grade 12	990 794
Grade 12 without exemption	598 657
Grade 12 with exemption	98 335
Grade 12 with Certificate	47 294
Grade 12 with Diploma	25 294
Bachelors degree	11 132
Masters/PhD	420

Source: Community Survey (2007), Stats SA

SALDRU’s analysis of the National Income Dynamics show that:

- Tertiary study has high returns, both in securing a job in **formal** and **self-employment** and in the amount of **earnings** received.
- In addition, between 2000 and 2007 there have been increases in returns in terms of both finding formal employment and higher earnings, signalling the growing importance of further study.
- There are strong increases in the earnings return on certificate or diploma qualifications.
- Financial and entrance eligibility constraints aside, these labour market conditions should result in an increased demand for tertiary education.

The Overstatement of Graduate Unemployment. Haroon Bhorat¹ from UCT influenced the Department of Finance and JIPSA through claims of up to 100 000 unemployed ‘graduates’. This led amongst others, to the National Treasury restricting the expansion of higher education. The key statistics are:

- **15 745** graduates unemployed and not studying in 2007;
- **9 352** university graduate and **1 780** BTech graduates;
- **8 581** (1996), **6 061** (2001) and **15 745** (2007);
- **72 329** matriculants with diplomas/certificates unemployed (2007).

¹ Bhorat’s work influenced JIPSA and was repeatedly quoted by President Mbeki <http://74.125.95.132/search?q=cache:bsb0MdkPpgJl:www.cs.ru.ac.za/ICTSkills/DilloLehlokoePresentation.pdf+haroon+bhorat+unemployed+graduates&cd=6&hl=en&ct=clnk&gl=za>

The above data show that during the early 2000s, when Bhorat was ‘warning’ the government about graduate unemployment, there were only 6 061 unemployed graduates in this group. Bhorat conflated ‘graduates’ with ‘higher education’, and his figures were grossly inflated by including post-school diplomas and certificates, which was a mixture of ‘private’ colleges and teachers and nurses with diplomas who had been retrenched during restructuring. Of concern is that graduate unemployment has doubled between 2001 and 2007, and that a post-matric diploma/certificate does not have the same rate of employment as a degree, but it is nevertheless much higher than for people with less than Grade 12. But it is key to remember Leibbrandt’s finding that obtaining a post-Grade 12 qualification dramatically improves a student’s opportunity to become employed, or self-employed.

One simple message from this is: improve post-secondary school educational participation.

One simple message from this is: improve post-secondary school educational participation.

3.4 HE–FET COLLEGE INTERACTION IN SOUTH AFRICA

HE–FET college interaction in our country has never really taken off. In part this is due to the apartheid government’s education policies, but it is also due to the fact that South Africa has never had an integrated post-secondary education system which supports strengthened and planned interaction and linkages between institutions such as universities, FET colleges, agricultural colleges, nursing colleges and teacher education colleges.

A case study of eight existing examples of HE–FET college interaction revealed that these interactions have:

- not resulted in any significant articulation of qualifications between these two sectors;
- had limited success in providing access to HE through FET colleges;
- typically depended on champions in the respective institutions to initiate and maintain such interaction – when these champions move on, the interactions invariably tend to collapse; and
- been rendered less effectual through the low levels of institutional autonomy of FET colleges as well as them being a provincial competence.

4. The Need for Education, Training and Employment

The purpose of the analysis here is to determine the number of persons in the 18–24 age cohort who are in need of a second-chance education. In order to get to this result the following persons were excluded from the age group cohort:

- all students and scholars (persons attending an educational institution);
- all employed people; and
- all persons who could not work or attend mainstream education because of poor health or severe disability.

The key statistics from Tables 5 and 6 are that of the 6 758 366 youth in 18–24 age group in 2007, the numbers who are not in education/training, employment and who not disabled are:

- **2 812 471;**
- 41.6 % of 18–24 age group;
- 50.7% of 23 and 24 age groups;
- 57% (1 604 727) are women, 43% (1 207 744) are men;
- 44% (2 452 949) are African, 41% are Coloured; and
- ‘structural’ inequality continues – the worst affected are Africans and women.

Some of the reasons for NEET are:

- Lack of a post-school public or private ‘college’ sector.
- Reduction of educational opportunities through consolidation (mergers) in the system.
- Tight restrictions on private provision.
- Failure of the SETAs.
- Reduction in labour market absorption due to South Africa not meeting the AGISA aims of 6% growth.
- The uncontrolled introduction of more than two million foreign workers with relatively good education into the South African labour market.

Table 5 2007: Not Employed, Not in Education, Not severely disabled 18–24 age cohort (2007)

Age	Total population	Number not in education, not employed and not severely disabled	% of Population in age group not in education, not employed and not severely disabled
18	1 002 363	241 056	24.00%
19	964 195	305 333	31.70%
20	981 625	393 441	40.10%
21	990 984	455 434	46.00%
22	961 272	474 501	49.40%
23	914 732	464 119	50.70%
24	943 195	478 587	50.70%
Total	6 758 366	2 812 471	41.60%

Source: Community Survey (2007), Stats SA

Table 6 2007: Not Employed, Not in Education, Not severely disabled 18–24 age cohort (2007)

Qualification	18	19	20	21	22	23	24	Grand Total
Unspecified	2 595	2 457	3 786	4 762	4 998	4 054	4 699	27 351
Primary or less	61 056	64 285	70 496	78 564	73 575	75 261	77 425	500 662
Secondary education less than Grade 10 or Std 8	51 192	59 643	73 194	79 050	83 367	81 502	80 649	508 597
Grade 10/Std 8 or higher but less than Grade 12/Std 10	65 228	94 608	132 158	164 596	176 733	174 325	183 146	990 794
Grade 12/Std 10/NTCIII (without university exemption)	47 447	65 190	89 292	99 797	100 711	96 139	100 080	598 657
Grade 12/Std 10 (with university exemption)	10 226	13 526	14 778	14 259	16 910	13 869	14 766	98 335
Certificate with Std 10/Grade 12	2 732	4 025	6 299	8 157	9 672	8 340	7 811	47 035
Diploma with Std 10/Grade 12	388	1 151	2 464	3 461	6 103	5 733	5 995	25 294
Bachelor's degree	188	322	430	1 774	1 460	2 831	2 347	9 352
BTech	6	126	192	312	78	654	414	1 780
Postgraduate diploma			244	405	400	581	867	2 498
Honours degree			60	220	383	694	337	1 695
Higher degree (Masters/PhD)			48	77	110	135	50	420
Total	241 056	305 333	393 441	455 434	474 501	464 119	478 587	2 812 471

Source: Community Survey (2007), Stats SA

5. The Demand for Post-School Education and Training

Summary of the need (demand) for education, training and/or employment amongst the 18 to 24-year-old group:

- 2 812 471
- 990 000 Pool for Pre-matric Further Education and Training
- 750 000 Pool for Post-Secondary (matric) 'HE' (in 2007 total enrolment in the higher education system was 760 000)
- 57 000 Post-matrics in elementary occupations needing 'training'
- 1 003 000 Unemployed in need of training and jobs

Having almost three million youth between 18–24 unemployed and not in education or training, points not only to a grave wastage of talent, but to the possibility of serious social disruption. To address this problem is not only the responsibility of the education ministries; it requires a response from the state. Almost one million students leave school after completing Grade 10. This is not only an enormous waste of educational resources, providing 10 years of education and then not completing the final two years, but it is also the group that seems the most vulnerable to unemployment. This group clearly requires multi 'second-chance' school opportunities, of which FTE is but one, albeit a very important possibility that should be expanded.

It could be argued that even more wasteful is the 750 000 youth who complete grade 12 (matric) and then cannot continue improving their education. In terms of educational efficiency this is a shocking 'wastage of educational investment' – and then of course the loss of opportunity since the SALDRU returns on education investment shows fairly dramatic increases in returns for those who acquire tertiary education. This group would normally be absorbed into a mixture of post-school colleges (public and private), training schemes and employment. Although these are all potential 'post-secondary' students, accommodating them in educational institutions would require a doubling of the current higher education system (for capacity of around 760 000). In providing educational opportunities for this group it would be very important to stress that this could not be a college system for access to universities – the university system will not be able to cope with such an influx, both in terms of physical and human resource capacity.

Last, but not least, is the one million youth requiring a multitude of opportunities; short-term training, internships, public works programmes, youth service, etc. This will have to be a coordinated, multi-departmental response from the state.

In summary, there are

- **almost 1 million pupils who need multiple second-chance opportunities to complete school;**
- **800 000 pupils who have matric and need further education and training; and**
- **another 1 million who need a variety of employment, training and youth service opportunities.**

Having almost 3 million youth between 18–24 unemployed and not in education or training, points not only to a grave wastage of talent, but to the possibility of serious social disruption.

6. Some Potential Responses to the Challenges

6.1 CAPACITY-BUILDING IN THE FET COLLEGE SECTOR

Models for increasing advanced educational opportunities for young people through the FET college sector

The models presented here fall into two categories: those within the framework of the new FET College Act of 2006 (Model 1 and Model 3), and those which would require some amendments to this Act and possibly to some other education legislation as well (Models 2, 4 and 5).

A number of issues exist which would require some steps to be taken, in most cases to be initiated by the DoHET, in order for any of these models to have a reasonable chance of success. Some of these steps are:

- The development of a set of broad national guidelines and policies advancing HE–FET college collaboration.
- Establishing greater levels of co-ordination between all role players involved with FET colleges and with HE.
- Achieving clarity on admission to HE on the basis of NC(V) learning programmes.
- The development of memoranda of understanding between the three quality councils established in terms of the new NQF Act, Act 67 of 2008: Umalusi, QCTO and CHE(HEQC).
- Achieving clarity on the effects of any HE–FET collaboration on the enrolment planning targets set by the DoHET for HEIs.
- Stimulating any form of HE and FET college collaboration through the allocation of some earmarked funds specifically in support of such collaborative ventures.
- The development of both short- and long-term approaches towards improving the quality of academic staff at FET colleges. A possible short-term approach would be the development of HE–FET staff exchange programmes.

Model 1: FET colleges being ‘franchised’ by HEIs to offer certain HE programmes on their behalf

In this model a FET college would be given a ‘franchise’ by a HEI to offer a particular HE learning programme leading to a HE qualification(s) – the qualification would be awarded by the HE institution. The delivery of education relating to the associated learning programme(s) will take place on one of the campuses of the FET college.

Such a franchise function by an FET college will need to be regulated by a comprehensive franchise agreement between the HEI and the FET college – at present established via the province in question.

Although not without its merits, the complexity of the franchise agreement, together with the likely loss of funding for the HEI involved, would render this

model unattractive for most HEIs unless additional earmarked funding were to be made available for funding learning programmes offered as part of such franchise arrangements.

Model 2: Granting selected FET colleges the right to offer a limited number of specific HE qualifications in their own right

In this model some FET colleges, which satisfy a number of strict criteria, would be given the right to offer a specific set of HE qualifications in their own right. The most appropriate HE qualification for this purpose would be the Higher Certificate. This qualification is a 120 credit, NQF Level 5 qualification, which according to the HEQF is primarily an industry or vocationally oriented qualification. Normally the study programme would include a period of work-integrated learning (WIL).

Completion of the Higher Certificate would enable students to proceed to an Advanced Certificate or to a diploma. The minimum entry requirement for the Higher Certificate is a National Senior Certificate. In respect of quality assurance, this Level 5 HE qualification would be accredited by the CHE(HEQC). As an interim measure and on the basis of a formal agreement with a university such as UNISA, the latter could act as certifying authority for such programmes.

Model 3: Allowing a greater number of post-NQF Level 4 trade and occupationally-oriented qualifications to be offered at FET colleges in South Africa

This model implies that together with their present NC(V) programmes some FET colleges should be given permission to offer a larger number of post-NQF Level 4 trade and occupationally directed learning programmes than is the case at present.

The recently published National Plan for FET Colleges (2008) does not foresee that head count enrolments in such programmes, as well as those in adult education programmes and in community-based projects, would amount to more than 20% or 30% at the most. FET policy allows for 20% occupational programmes and 80% NCV provision. What's different is that N4–N6 programmes were funded by the DoE, whereas occupational qualifications need funding from SETAs or students. On the basis of another set of criteria, some FET colleges should be given the right to have headcount enrolments in such trade and occupationally-directed programmes up to 50% of enrolments.

In terms of the NQF Act, Act 67 of 2008, such post-NQF Level 4 trade and occupational-oriented learning programmes will be quality assured by the QCTO.

Model 4: Introducing some fully fledged community colleges in South Africa

In this model a small number of FET colleges could be considered for development towards fully fledged community colleges as understood in the USA. Apart from encompassing the various aspects of Models 2 and 3, FET colleges designated for this purpose would then also be given the right to offer the first (or even second) year of university study, catering for so-called transfer students.

It is, however, difficult to see how such a system would function effectively in South Africa for two main reasons:

- The absence of well worked out system of general credit accumulation and transfer in our country.
- The fact that in South Africa our first degree at present comprises 360 credits (normally three years of study) compared to the 480 credits (normally four years of study) in the USA. The latter country's practice allows for the so-called 2+2 arrangement in which, for transfer students, community colleges offer the first two years of study and the university the last two years.

Model 5: Supporting the establishment and existence of some form of private FET colleges

The quantitative analysis presented earlier clearly shows that the number of young people between the ages of 18 and 24 who could benefit from expanded study opportunities at post-NQF Level 4, is of such a magnitude that merely strengthening and expanding the public FET sector will not bring about an appreciable solution to the problem of 'unemployed and non-studying' young people in this age bracket. To do this, more FET colleges – possibly in the form of private FET colleges – would have to become involved in presenting post-NQF Level 4 learning programmes.

This model thus involves establishing private FET colleges along the lines of the former state-aided schools – as distinct from private schools which enjoyed greater levels of autonomy but also received less government funding.

Enabling and disabling factors in establishing a strengthened FET college system

A number of enabling factors exist at present for strengthening our FET college system. Unfortunately, a few disabling factors will also have to be addressed in pursuing such a FET system.

Enabling factors:

- A comprehensive set of policies governing learning programmes, funding arrangements as well as National Plans exist for both HE and the FET college sector.
- Both the HE and the FET college sector have undergone a radical restructuring of their respective institutional landscapes which is now drawing to a close.
- Arrangements are underway to grant FET colleges greater levels of institutional autonomy.
- The NQF Act, Act 67 of 2008 establishes three separate quality councils which will facilitate articulation of qualifications and movement of students between the various education and training sectors in our country.

- The inception of the HEQF has created meaningful opportunities for involvement of FET colleges in HE at NQF Level 5.
- Both the HE and FET college sectors have received significant Government funding for infrastructural renewal over the past few years.
- The establishment of a single Ministry for HE and Training will advance policy and implementation co-ordination between HE and FET colleges.

Disabling factors

- Lack of harmonisation and synchronisation between some HE and some FET college policies.
- Generally low levels of academic staff capacity and quality in FET colleges.
- Removal of existing N4–N6 programmes from FET colleges and the absence of any clear replacement for them at present.
- FET colleges as a shared national and provincial competence complicates any HE–FET college interaction.
- Some FET colleges have low levels of management capacity and some FET college campuses are sub-optimal in terms of their size.
- Both the HE and the FET college sectors are subject to significant funding constraints at present.
- The absence of a national framework of guidelines and principles governing credit accumulation and transfer (CAT).

6.2 THE DEVELOPMENTAL STATE

The response to the crisis of the post-school 18–24-year-old youth is not only the responsibility of the DoE. It will involve expanding a range of educational and training (plus internship) opportunities, as well as expanded employment and special youth service programmes. This will require a co-ordinated response from a developmental state.

After the 2003 election a number of ministers, including the new education minister, Naledi Pandor, declared South Africa a developmental state. However, what the above shows is that South Africa is more of an example of a state of **uneven development**, as the following **development contradictions** illustrate:

- increased output from improved participation in the school system;
- reduction in post-school educational opportunities and participation;
- decreasing post-school labour market absorption;
- collapsed post-school vocational training; and
- Increasing returns on attainment of tertiary education.

Meredith Woo-Cumings, in a review of the substantial literature on the development state, argues that the two central components of successful developmental states are:

1. Co-ordination

- Intra-departmental;
- Inter-departmental; and
- Horizontal across constituencies (more important than top-down).

2. Institution building

- Integration: interdependence, consistency, coherence, and structural connectedness (Johan Olsen)
- Human resource capacity development.

6.3 PRINCIPLES FOR WIDENING ACCESS

It is proposed that three central principles for widening access are:

1. **Co-ordination** between national departments and within the DoE (inter and intra) because the scale of this problem requires a response from the **state**, not only education, and education itself has to align its own policies
2. **Differentiation** – ‘one size fits all’ policies will not work, there has to be policy, funding, function and programme differentiation
3. **Flexibility** – the system has to be flexible to accommodate learner, institutional and labour market differences.

7. Recommendations

1. A Ministry of Education-Led Task Group

Establish a Task Team or Working Group established by the Ministry of Higher Education and Training (DHET) that will:

- Interact with other government departments to address the socio-economic problem of 41% of 18 to 24-year-olds being NEET.
- Strengthen the FET college sector through increased HE–FET collaboration and by expanding the mandate of FET colleges.
- Investigate and elaborate different models and associated policies (about a regulatory framework, programmes, admissions, quality assurance, certification and funding) towards developing a multi-model approach to ‘college’ provision.
- Make the necessary recommendations for expanding the post-school education and training system.

2. A Research Support Group

Expand the existing expert project group whose task it will be to support the DHET task group in its task of, amongst others things:

- further analysing the census database of 9 million;
- analysing and cleaning up the FET database;
- doing more detailed work on a framework for broadening HE–FET, and some cost scenarios;
- having an analysis done by an economist group to see what other countries have done with NEET;
- undertaking a preliminary analysis on the numbers and costs involved in the SETAs; and
- offering some reflections of what ‘training’ could mean in a Department of Higher Education *and Training*.

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FET Survey 2007

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Community Survey 2007 (Revised version)

National Plan for FET Colleges (2008)