

**Public Policies and Career Development:
A Framework for the Design of Career Information,
Guidance and Counseling Services
In Developing Countries**

COUNTRY REPORT ON SOUTH AFRICA - FINAL

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INTRODUCTION

The report that follows describes how South Africa organizes, manages and provides information, guidance and counselling services, and what are perceived to be the key challenges which this country is facing to improve such services. This World Bank sponsored study is one of seven in developing countries. The World Bank studies use a similar approach to studies conducted by the OECD in 14 countries, and the EU in 17 countries.

Information, guidance and counselling services refer to services intended to assist individuals, of any age and at any point throughout their lives, to make educational, training and occupational choices and to manage their careers. They include a wide range of activities within schools to help students clarify career goals and understand the world of work; services provided to those who have not yet entered the labour force, services to job seekers, and services to those who are employed in schools to help students clarify career goals and understand the world of work; services provided to those who have not yet entered the labour force, services to job seekers, and services to those who are Already employed.

Using a format adapted from the OECD studies, the relevant information has been collected by means of interviews with key stakeholders (Appendix A provides a list of stakeholders involved in the study). The report also draws from inputs received at a stakeholder workshop (See Appendix B for list of attendants), from visits made by the authors to a number of career guidance services, and from meetings with policy-makers, administrators and guidance practitioners (see Appendix C). The views expressed in the report are those of the authors, based on the information and opinions supplied to them.

The report is designed to contribute to the development and modification of policies and practices in career information, guidance and counseling services in South Africa. It is important to recognize the context in which the guidance services are being analyzed including: (a) the impact of apartheid, specifically the previous job reservation system which limited access of youth and adults to education and jobs; (b) current economic conditions, including high unemployment, particularly among youth who have increasing literacy levels; (c) the shortage of public resources, and large demand to increase access and equity in provision of social services, and (d) some lack of recognition of the impact of career development services, where a relatively small investment can have considerable return with regard to economic development, social cohesion, equity, labor market efficiency, and efficient use of public funds. Finally, the report provides a basis for comparison with policies and practices in other countries which will be the subject of an international conference in Toronto in October 2003.

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ABBREVIATIONS

ABET	Adult Basic Education and Training
CRC	Careers Resource Center
CRIC	Careers Research and Information Center
DoE	Department of Education
DoL	Department of Labor
ESDS	Employment and Skills Development Services
ESP	Employment Service Practitioner
ETQA	Education and Training Quality Assurance
FET	Further Education and Training
GET	General Education and Training
HET	Higher Education and Training
HRDS	Human Resource Development Strategy
HSRC	Human Sciences Research Council
LMIS	Labor Market Information Services
NEDLAC	National Economic Development and Labor Council
NGO	Non Government Organization
NQF	National Qualifications Framework
PSYSSA	Psychological Society of South Africa
SAAEVG	Southern African Association for Educational and Vocational Guidance
SAQA	South African Qualifications Authority
SCSSA	Student Counseling Society of South Africa
SDA	Skills Development Act
SETAs	Sector Education and Training Authorities
UIF	Unemployment Insurance Fund
UWC	University of the Western Cape

1. CONTEXT

South African society is characterized by the legacy of Apartheid, where high levels of disparity still exist between different race groups. Poverty is pervasive and unemployment rates are high. The HIV/AIDS pandemic has reached crisis proportions.

In 1994, the post-apartheid government inherited institutions that were inadequately equipped to provide effective services for all members of the public. The education and training system was particularly inappropriate to meet the needs of a modern economy.

1.1 Poverty

According to the Office on the Status of Women (2000), 71% of rural households in South Africa are poor. Over three in five (61%) of African households are poor, compared to 38% of Colored households, 5% of Indian households, and 1% of white households.

In absolute terms, some 4.6 million children between the ages of 0 and 6 years live in poverty, and 12.3 million children between 0 and 18 years old live in poverty (Thandanani Children's Foundation, 2003).

The following table published by Statistics South Africa in 2000, illustrates that in certain provinces, nearly half of the population live on R800 a month or less:

Table 1: Percentage of Households that Spend R800 (USD100) and less Per month by Province.

Province	Poverty Levels (%)
Eastern Cape	48
Free State	48
Limpopo Province	38
North West Province	37
Northern Cape	35
KwaZulu Natal	26
Mpumalanga Province	25
Gauteng	12
Western Cape	12

Source: "Measuring poverty in South Africa", published by Stats SA in 2000, measures poverty based on household consumption expenditure of R800 or less per month by province.

1.2 Unemployment

The Labor Force Survey in February 2001 estimates the official unemployment rate at 26,4% (which includes only those that are unemployed that have taken

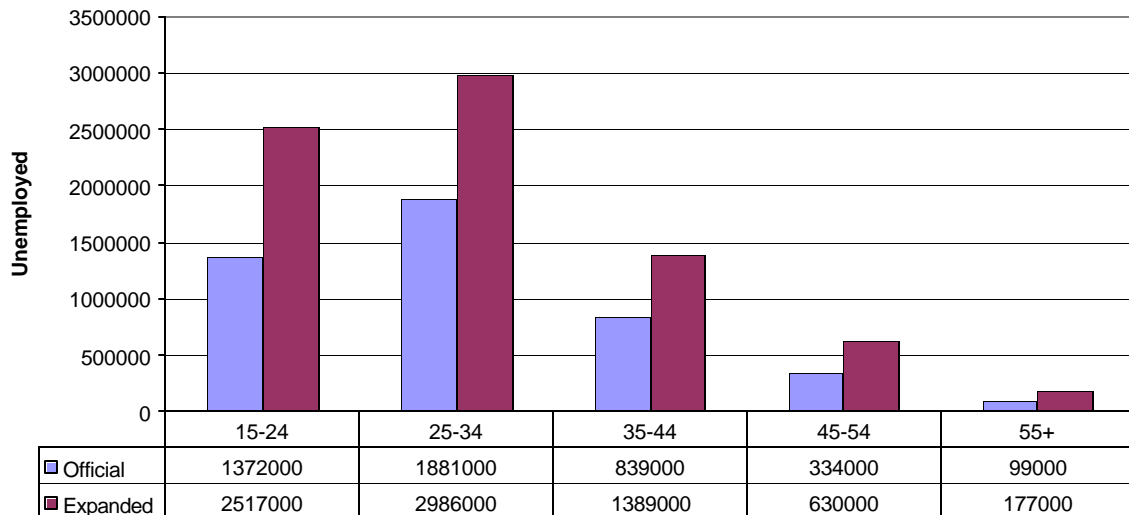
active steps to look for work in the seven days prior to the survey), and the expanded rate, including discouraged work-seekers, to be 37%.

According to this survey, only 30% of South Africans work in the formal sector. The number of people employed in the informal sector grew from 1,9 million to 2,7 million in a six month period, ending February 2001. The informal sector is defined as unregistered micro or survivalist businesses employing 5 or fewer employees, and earning a turnover of less than R120 000 per annum. Most people employed in this sector are individuals that have established their own survivalist businesses, which have extremely low profits, with little prospect of growth.

As illustrated in the Figure 1 below, the most effected group is young people under the age of 35.

Figure 1

Official and expanded unemployment in RSA by age



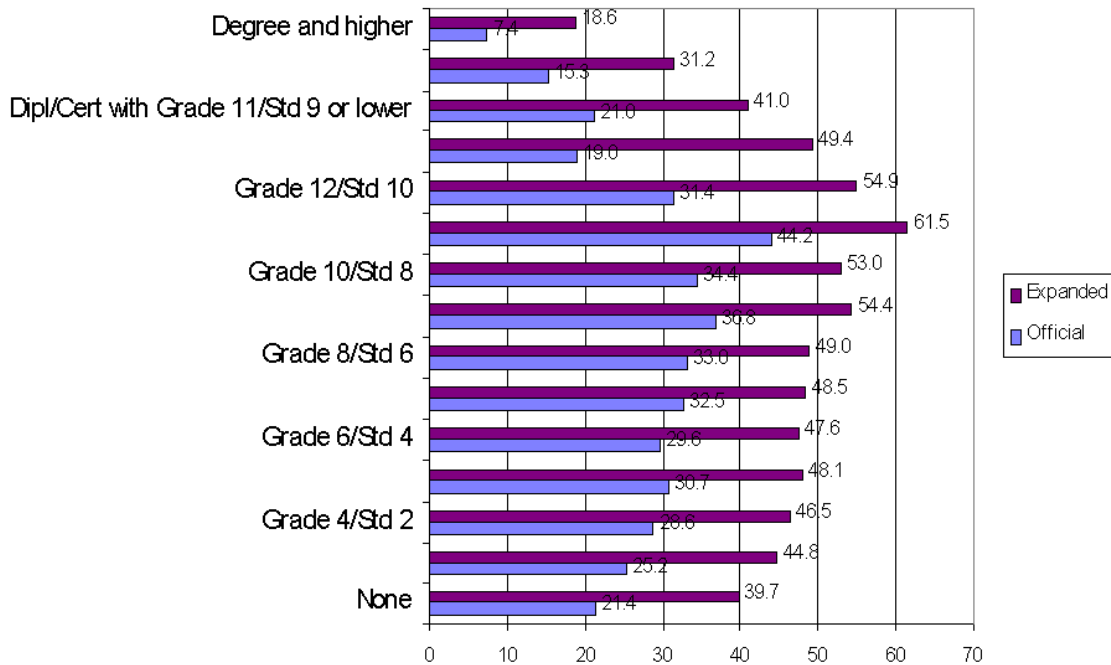
Source: South Africa Labor Force Survey, February 2001.

The official unemployment rate for males is 24,8% and for females is 28% (Labor Force Survey, 2001). In 1997, only 0,26% of disabled people were employed in the open labor market (The White Paper on an Integrated Disability Strategy, 1997).

Figure 2 below illustrates that the group most affected, in terms of education level, are those that have completed Grades 11 and 12. Thus there is a very high level of literacy within this group.

Figure 2

Official and expanded unemployment rates in RSA by education level



Source: Stats SA, LFS September 2001

1.3 HIV/AIDS Pandemic

The national HIV & Syphilis Sero-Prevalence rates are as follows:

- In 2000 figures were 24.5%
- In 2001 figures were 24.8%
- 4.74 million people are infected.
- 25% of children in State Hospitals are HIV+

By 2010, there will be 2.5 million orphans as a result of HIV/Aids.

By 2010 there will be 900 000 Child Headed Households.

85 000 of the 1.2 million children born annually die before their 5th birthday.

(Thandanani Children’s Foundation, 2003).

1.4 Education and Training Systems

In its White Paper on Educational Support Services published in 1997, the Department of Education identified the following challenges that it faced on inheriting the education system in 1994:

- **Inflexible curricula that did not meet individual needs of learners**
- **The legacy of apartheid:** In the past Black learners had a limited choice of subjects, lack of equipment and materials, lack of careers counseling exposure at schools, and poor school facilities like classrooms and furniture, etc. due to preference being given to White children. Black learners were also prohibited access to Higher Education. Education was used strategically as gate-keeping instrument to prevent black people from entering the labor market
- **Lack of human resource development of education and training development practitioners and a lack of organizational ethos and culture of learning, teaching and service**
- **Low learning culture amongst learners**
- **Inappropriate and inadequate provision of support services:** Due to lack of a clear policy, national focus and funding for support services such as school guidance, these services did not have a high status.
- **Inadequate provision of facilities for Early Childhood Development**
- **Inadequacies in the provision and organization of the schooling system:** The schooling provision of the apartheid years were characterized by segregation and a complex mixture of decentralized and centralized forms of control and administration. This led to a system that inhibited change and initiative.
- **Inefficiencies of the South African Further Education and Training (FET) System:** The FET system was characterized by a lack of coherence and co-ordination, a lack of funding coherence, poorly articulated programs, separate education and training tracks for academic and vocational training, weak linkages with industry, poor articulation between training and work. The ineffective FET system led to the skills profile of SA citizens being low, with limited career choices (Green Paper on Further Education and Training, 1998, Department of Education)
- **The Higher Education and Training system was uncoordinated:** Universities provided academic training whilst Technikons focused more on vocational training. The Programs did not allow for the transfer of credits between qualifications, and learners often had to repeat large parts of subjects if they decided to obtain a degree after their National Diploma or to switch to a more academic field.

It is within this context that the Departments of Education and Labor have developed their key policies. The Department of Education has focused on completely overhauling the education and training system to render it more

equitable, coordinated and relevant. The Department of Labor's main focus has been on upgrading existing skills within the workforce and on addressing the pressing problem of unemployment, particularly amongst youth, women, rural communities and people with disabilities. Whilst the role of career information, guidance and counseling in this process has been acknowledged, it has not received immediate priority in terms of the provision of services.

The high levels of poverty and unemployment, as well as the lack of relevant education and training, have also had important implications for people making career choices. The emphasis for many is on finding an immediate source of income. Any opportunity for education, training or employment is seized, irrespective of its suitability, or the prospects it provides for further career development, in order to escape poverty.

2. OVERVIEW

Both the Ministry of Labor and the Ministry of Education are directly involved in the development of policy and the implementation of career information, guidance and counseling.

2.1 The Department of Labor

Prior to 1990, the Department of Manpower (which was renamed Department of Labor in 1994) was responsible for the provision of career guidance services for white people exclusively. Black labor was controlled by means of Influx control and job reservation, which restricted the movement of black labor and their access to employment.

Services offered to white people by the Department of Manpower prior to 1990 included:

- Individual careers guidance services using psychometric assessment instruments that tested aptitudes, interests and values, and individual interviews. The focus was on learners 16 years and older in order to assist them to choose tertiary studies.
- Career counseling services for people with disabilities, to assist them to choose suitable courses that were funded by the Bursary Scheme for People with Disabilities, which was administered by the Department.
- The publication of “My Career” Guide of careers information.
- “The Mentor” computer career counseling and information
- The development and standardization of an aptitude test battery for Departmental use, known as the Manpower Aptitude Test Battery
- Career adjustment services for Government officials who experienced problems in their jobs in the Public Service

In 1990, the Department began providing services for all South Africans. Initially an individual approach was used, but soon they switched to a group career counseling approach, youth volunteer training and life skills training to accommodate larger numbers of people. They still used psychometric assessment instruments for individual and group counseling. Life skills training Programs (manuals and work-books) were developed. “My Career” Guide was published, as well as the “Career Buzz” magazine and various self-help pamphlets. The Department also participated in the Eduspectrum Program on Television. The Service on career adjustment continued.

Since 1994 the department has radically restructured. The publication of “My Career”, “Career Buzz” and self-help pamphlets was discontinued. Career adjustment services were discontinued and devolved to each Government Department as Employee Assistance Programs. Previous psychometric assessments were discontinued due to legal requirements to use culture-fair

assessment tools. Since then a culture fair tool known as SPEEX has been purchased, that is used in the selection of candidates for learnerships and large scale formal sector placements. The youth volunteer service was also discontinued.

The Department has redefined the services offered in order to align these with the objectives of the National Skills Development Strategy. The focus is on identifying social development projects, and training unemployed people for placement into these projects. The recruitment and selection of learners for learnership Programs has also been prioritized.

Career guidance has been identified as a service that is severely needed. The DoL is however investigating the most appropriate form of delivery, given the public sector constraints in resources. The Department of Labor is also in the process of integrating life skills training into the training programs for social development projects and learnerships. These may include a career guidance component. A Standards-generating Body has been established to develop standards for life skills, and these unit standards are currently under development. Once they have been developed, the department aims outsource the provision of life skills to private service providers, and to fund this through the National Skills Fund.

The Department of Labor has also identified the need to develop coherent policies on its role in the development and provision of career information and counseling in the future.

2.2 The Department of Education

In 1967 legislation was passed making guidance in schools compulsory for white pupils. All schools for white pupils were required to employ trained guidance teachers and to include a half-hour guidance lesson each week in the school curriculum. Subjects covered included personal development, citizenship, relationships with others, and career guidance. However, as guidance was not an examinable subject, it had a very low status in many schools. Guidance lessons were often used to “catch-up” on examinable subjects. There was no legal provision made for career guidance and counseling for black pupils.

In 1994 the schools were restructured, and many posts were frozen. As guidance was not an examinable subject, the posts of guidance teachers were severely affected. As a result, there are still few guidance posts at state-funded schools, except where the school’s Governing Body is able to fund these posts through its own budget raised from school fees.

However, a new General Education and Training (GET) Curriculum up to grade 9 has been implemented since 2001, which includes Life Orientation as a learning area. Life Orientation posts have been created at schools within the GET band.

These teachers are responsible for covering a range of topics including career guidance. Two hours a week is allocated towards life orientation, and only between 5 and 7% of this time is used for career awareness/ guidance activities. A new curriculum statement has also been developed for Further Education and Training (FET), up to grade 12, which will be implemented by 2006. Life Orientation is also included in this new curriculum.

The Provincial Offices employ Psychological Services Facilitators and Life Orientation Facilitators who are responsible for providing support services to all the schools within a district. The Psychological Services Facilitators provide support for guidance teachers, and administer psychometric assessments. The Life Orientation Facilitators assist teachers with the development of learning material for the life orientation classes. Each psychologist and life orientation facilitator is responsible for servicing approximately 150 schools in their district.

2.3 Coordination between the Ministries

The Department of Education is responsible for the provision of career information, guidance and counseling for scholars and people within the education system. The Department of Labor on the other hand is responsible for providing services to all those outside of the school system, with a focus on unemployed and underemployed people.

Each ministry is responsible for submitting their budget to parliament for total costs of the department, including the costs for the provision of career information, guidance and counseling. There is no evidence of any coordination between ministries on budgeting for the provision of career guidance.

Labor is a national ministry in South Africa. The Department of Labor's Head Office is responsible for all policy development, and reports directly to the Minister of Labor. The Provincial Offices report directly to Head Office, and are responsible for supporting the Labor Centers in each province. The Labor Centers are the implementing agents of the department.

Education has both national and provincial ministries, with a Minister of Education in the national cabinet, and a Member of the Provincial Executive Committee (MEC) for education in each of the nine provinces. The National Head Office for education reports directly to the Minister of Education, and is responsible for developing policy guidelines. Provincial Offices report to the MEC for education in the province, and are responsible for implementation of national policy. Scope is provided for provincial variations in policy implementation, based on the specific needs of a province. The Provincial Offices provide support for the schools and colleges within the provinces. Tertiary Institutions are registered with the Department of Education as Higher Education Institutions, receive state grants, and are accountable to Minister of Education. The Council of Higher Education provides advice to the Minister on Higher Education Institutions.

The Human Resource Development Strategy was developed by both the Ministry of Labor and the Ministry of Education. It acts as a coordinating framework for the two ministries with regards to human resource development in the country. It identifies the Provincial Skills Development Forums, which were set up by the Department of Labour and include representatives from Department of Education, as well as other stakeholders, as a possible institutional forum for determining the skills requirements of the province, and for disseminating this information. While these forums have been established in the provinces to determine skills needs, they have not at this stage played any meaningful role in ensuring this information is accessible to the general public, or utilized to assist people in making career decisions.

2.4 Other Role Players

Other role players in the sector include:

- Tertiary institutions
- Private registered, psychologists
- Private employers
- Non-profit organizations or NGOs
- Private employment agencies.

The roles and functions of these providers will be outlined in detail in Section 5 of the report.

There is however very little coordination between these other role-players, or between them and the Department of Labor or Education. There is no overarching body that is responsible for policy development or the provision of career information, guidance and counseling, and no clear leadership within the sector.

3. POLICY FRAMEWORK

3.1 Legislation and Policies

In order to transform the education and training systems in South Africa both the Department of Labor and The Department of Education have introduced significant new legislation and policy in the field.

In terms of career information, guidance and counseling, the following are of particular relevance:

The Departments of Education and Labor

The South African Qualifications Authority Act (1995)

The Department of Education

The South African Schools Act, 1996

National Education Policy Act, 1996

Higher Education Act, 1997

The Further Education and Training Act, 1998

National Student Financial Aid Scheme Act, 1999

Adult Basic Education and Training Act, 2000

South African Council for Education Act, 2000

General and Further Education and Training Quality Assurance Act, 2001

The Department of Labor

The Skills Development Act (SDA) (1998)

The Skills Development Levies Act (1999)

The National Skills Development Strategy (NSDS) (2001)

In addition, The Human Resource Development Strategy was launched in 2001, which is an inter-ministerial strategy, coordinated by the Ministries of Labor and Education.

3.1.1 The Departments of Education and Labor

The South African Qualifications Authority Act, 1995, (SAQA Act) provided for the establishment of a South African Qualifications Authority (SAQA), that was responsible for overseeing the development and implementation of the National Qualifications Framework (NQF).

The NQF aims to create a single, integrated, national education and training framework for the country, making it easier for learners to enter the education and training system, and to move and progress within it. It also aims to improve the quality of education and training in South Africa and to enable learners to develop their full potential. In this way it hopes to support the social and economic development of the country as a whole.

The NQF is responsible for ensuring the implementation of the following principles within the education and training sector:

Integration: ensuring a clear link between theory and practice;

Relevance: ensuring education and training is responsive to both national developments and learner needs

Credibility, ensuring training has national and international acceptance

Coherent: ensuring all education and training in the country leads to recognised certification

Flexibility: ensuring education and training allows for multiple pathways to the same learning ends

Standardisation: ensuring training is offered according to agreed national standards

Legitimacy: ensuring stakeholder involvement in the planning and co-ordination of standards

Accessibility: ensuring that education and training allows for ease of entry to appropriate levels of education and training for all prospective learners in a manner which facilitates progression

Facilitation of articulation and progression, which allows for learners, on successful completion of accredited prerequisites, to move between components of the delivery system

Portability: enabling learners to transfer their credits or qualifications from one learning institution and/or employer to another

Recognition of Prior Learning: which allows for learners to achieve credits for learning that has already been acquired in different ways

Guidance and counselling: ensuring all learners have access to guidance and counselling services by specially trained individuals.

The NQF provides for the registration of qualifications and standards and for the quality assurance of education and training provision through a variety of standardized assessment techniques.

The SAQA Act provides for the establishment of twelve National Standard Bodies (NSB) that recommend standards in their specific learning fields to SAQA for registration. These twelve NSBs have established Standards-Generating Bodies that are responsible for developing standards for the sub-fields of learning.

The NQF is organized as follows:

Table 2: The Structure of the NQF

NQF level	Qualification	Education and training sub-system sector ETQAs	Economic/Social sector ETQAs
8	Post-doctoral research degrees and Doctorates	The Council on Higher Education and its standing Committee: The Higher Education Quality Committee (HEQC)	Sector Education and Training Authorities with Education and Training Quality Assurance functions, Professional Bodies such as statutory councils, institutes and professional boards, Social sector ETQA
7	Masters degrees		
6	Professional qualifications and Honors degrees		
5	National first degrees, Higher Diplomas, National Diplomas, National Certificates		
4	Further education and training Certificate, National Certificate	The General Education and Further Education and Training Quality Assurance Council (GEN-FETQA)	
3			
2			
1	General Education and Training Certificate, National Certificate		
ABET 1-4	Please note ABET level 1=Grade 3, ABET 2=Grade 5, ABET level 3=Grade 7 and ABET level 4 = Grade 9		
Educare			

Source: "The National Qualifications Framework and the Standards-setting", 2000, SAQA

3.1.2 The Department of Education

The various education Acts that have been promulgated, including the Adult Basic Education and Training Act, General and Further Education and Training Quality Assurance Act, the Further Education and Training Act and the Higher Education Act, have regulated the registration, functioning, management and funding for institutions in each the educational bands.

This has in turn laid the foundation for the development of new curriculum frameworks for each education band. Curricula have been published for the Adult Basic Education and Training (ABET), General Education and Training (GET) and Further Education and Training (FET) bands.

All make provision for the inclusion of “life orientation” as a core learning area.

In the GET band (Grades R to 9), Life Orientation is defined as a learning area that guides and prepares learners for life and its possibilities. It specifically equips learners for meaningful and successful living in a rapidly changing and transforming society.

It develops skills, knowledge, values and attitudes that empower learners to make informed decisions and take appropriate actions regarding:

- Health promotion
- Social development
- Personal development
- Physical development and movement
- Orientation to the World Of Work

The desired learning outcome for orientation to the world of work is that the learner is able to make informed decisions about further study and career choices.

The time allocated for life orientation is 8% of the school week (approximately 2 hours per week).

In the FET band, Life Orientation is defined as the study of self in relation to others and society, and applies a holistic approach. It is concerned with personal, social, intellectual, emotional and physical growth and development of learners, and the way in which these dimensions are interrelated and expressed in life. The focus is on the development of self-in-society, and a balanced confident learner who will contribute to a just and democratic society, a productive economy and an improved quality of life for all.

Learning areas covered include personal wellbeing, citizenship education and social justice, recreation and physical activity and careers and career choices.

The policy statement specifies that the nature of the FET band necessitates that learners make critical decisions about career fields and further study. In order to help learners to make these decisions, they will be exposed to learning strategies and study skills, skills pertaining to assessment processes, information about institutions of higher education, preparation for job applications and interviews. Knowledge of labor laws, work ethics, and of the job market is critical. Principles such as equity and redress are also addressed.

The desired learning outcome for the career guidance component is that the learner is able to demonstrate self-knowledge and the ability to make informed decisions about further study, career fields and career paths.

Two hours of the school week are allocated to Life Orientation. Life Orientation contributes 6 credits of the total of 126 credits to be achieved per year.

This is the first time in South African history that guidance has been allocated credits in the formal learning system.

The GET curriculum is being implemented in schools. The Curriculum policy statement for FET schools is currently being finalized after having been made available for public comment. It is envisaged that they will be fully implemented by 2006. Learning materials for the GET band are currently being developed and are still very limited in the field of career guidance and counseling. Those for the FET band have yet to be developed.

3.1.3 The Department of Labor

Skills Development Act was enacted in 1998. Its overall aim is to improve the skills of the people of South Africa.

The purpose of the Skills Development Act is to:

- Introduce a new institutional framework to determine and implement national, sector and workplace skills development strategies
- Ensure that employees are provided with training and development that leads to nationally recognized qualifications
- Provide for learnerships that lead to recognized qualifications, through a combination of practical work experience and formal training
- Establish a new funding mechanism through a levy/grant system and the National Skills Fund (NSF)
- Provide for employment services to help new, unemployed and retrenched workers to find work, and help employers to find skilled workers
- Establish a National Skills Authority and Sector Education and Training Authorities (SETAs).

Chapter six of the Act specifically deals with institutions of the Department of Labor. The Act establishes the Skills Development Planning Unit, which is responsible for developing a national skills development strategy.

In addition, it establishes Labor Centers, responsible for providing employment services.

The Act defines employment services as:

- (a) Advising or counseling of workers on career choices either by the provision of information or other approaches;
- (b) Assessment of work-seekers for entry or re-entry into the labor market, or education and training
- (c) The reference of work-seekers to employers to apply for vacancies; or to training providers for education and training
- (d) Assistance of employers by providing recruitment and placement services, advising them on the availability of work-seekers with the skills that match their needs, and advising them on the retrenchment of employees and the development of social plans
- (e) Any other prescribed employment services.

The Skills Development Act outlines the functions of the Labor Centers as follows:

- a) To provide employment services for workers, employers and training providers, including improvement of such services to rural communities
- b) To register work-seekers
- c) To register vacancies and work opportunities
- d) To assist prescribed categories of persons to enter special education and training programs, to find employment, to start income-generating projects and to participate in special employment programs, and
- e) To perform any other prescribed function related to the functions referred to in the paragraphs (a) to (d).

The Skills Development Act also envisages that the Private Employment Agencies will operate alongside the public service, however, they will be quality controlled by the Department of Labour.

Twenty-five Sector Education and Training Authorities (SETAs) were established in terms of the Skills Development Act to co-ordinate the training in a specific economic sector. SETAs develop sector skills plans, implement sector skills plans, develop learnerships, support the implementation of the NQF, undertake quality assurance of training providers and employers, disburse levies collected from employers in their sector and report to the Minister of Labor and to SAQA.

The National Skills Development Strategy

In March 2001, the Minister of Labor launched the National Skills Development Strategy, as required by the Skills Development Act.

The strategy outlines the vision for the future as “skills for a productive citizenship for all”. This vision is underpinned by six guiding principles:

- **Lifelong Learning:** in order to shape and take advantage of changes taking place in communities and workplaces, individuals need to upgrade and improve their skills continuously.
- **The Promotion of Equity:** skills development needs to redress past inequalities, to provide opportunities for disadvantaged groups, and encourage effective collaboration amongst people from diverse backgrounds
- **Demand Led:** skills development needs to respond to skills and competencies required to support productivity, international competitiveness, the mobility of workers, self-employment and meeting defined community needs
- **Flexibility and Decentralization:** Public and private employers need to make judgments about priorities and to determine the most effective providers to meet those needs. The role of government and the National Skills Authority is to provide the framework, direction and coordination for the skills strategy and to monitor its implementation
- **Partnership and Cooperation:** The implementation of the skills development strategy should be based on partnerships between and amongst social constituencies
- **Efficiency and Effectiveness:** the delivery of skills development programs and initiatives must be characterized by cost-efficiency and should lead to positive outcomes for all those who invest in training and skills development.

The following mission statement was adopted to encapsulate the goals of the national skills development strategy: “To equip South Africa with the skills to succeed in the global market and to offer opportunities to individuals and communities for self-advancement to enable them to play a productive role in society.”

TABLE 3: OBJECTIVES OF THE NATIONAL SKILLS DEVELOPMENT STRATEGY

OBJECTIVE	SUCCESS INDICATOR
1 Developing A culture of high quality life-long learning	1.1 By March 2005, 70% of workers have at least a Level One qualification on the National Qualifications Framework 1.2 By March 2005, a minimum of 15% of workers to have embarked on a

	<p>structured learnership Program, of whom at least 50% have completed the Program satisfactorily</p> <p>1.3 By March 2005, an average of 20 enterprises per sector, (to include large, medium and small enterprises), and at least five national government departments, to be committed to, or have achieved, an agreed national standard for enterprise-based people development</p>
<p>2 Fostering skills development in the formal economy for productivity and employment growth</p>	<p>2.1 By March 2005, at least 75% of enterprises with more than 150 workers are receiving skills development grants and the contributions towards productivity and employer and employee benefits are measured</p> <p>2.2 By March 2005, at least 40% of enterprises employing between 50 and 150 workers are receiving skills development grants and the contributions towards productivity and employer and employee benefits are measured</p> <p>2.3 By March 2005, learnerships are available to workers in every sector</p> <p>2.4 By March 2005, all government departments assess and report on budgeted expenditure for skills development relevant to Public Service, Sector and Departmental priorities.</p>
<p>3 Stimulating and supporting skills in small business</p>	<p>3.1 By March 2005, at least 20% of new and existing registered small businesses to be supported in skills development initiatives and the impact of such support to be measured</p>
<p>4 Promoting skills development for employability and sustainable livelihoods through social development</p>	<p>4.1 By March 2003, 100% of National Skills Fund apportionment to social development is spent of viable social development projects</p> <p>4.2 By March 2005, the impact of the National Skills Fund is measured by project type and duration, including details of placement rates, which will be at least 70%.</p>

initiatives	
5 Assisting new entrants into employment	5.1 By March 2005, a minimum of 80 000 people under the age of 30 have entered learnerships 5.2 By March 2005, a minimum of 50% of those who have completed learnerships are, within six months of completion, employed (e.g. have a job or are self-employed); in full-time study or further training or are in a social development program.

The Sector Education and Training Authorities (SETAs) are responsible for achieving objectives one to three. Objectives Four and Five are the responsibility of the Provincial Office and related Labor Centers of the Department of Labor.

Human Resource Development Strategy

The Human Resource Development Strategy was launched in February 2001 by the Office of the President. Its mission is to maximize the potential of the people of South Africa, through the acquisition of knowledge, skills and values, to work productively and competitively in order to achieve a rising quality of life for all, and to set in place an operational plan, together with the necessary institutional arrangements to achieve this.

It has five strategic objectives:

- To improve the foundations for human development
- To improve the supply of high quality skills, especially scarce skills, which are more responsive to social and economic needs
- To increase employer participation in lifelong learning
- To support employment growth through industrial policies, innovation, research and development
- Ensuring that the above four initiatives are linked

In order to improve the supply of skills, the following objectives have been set:

- To increase participation in Further and Higher Education
- To promote learning in areas of scarce skills through incentives to institutions, study bursaries and learnerships
- To recruit foreign skilled workers, where necessary, in the short term
- To increase the amount of scientific innovation occurring in Further and Higher education institutions, in response to social needs, and in collaboration with industry
- To improve information flows regarding subject and career choices, through Provincial Skills Development Forums.

The legislation and policies developed therefore provide a framework for the restructuring of the education and training systems.

The SAQA Act makes specific provision for guidance and counseling of learners at all levels, both in formal learning environments and in the workplace. The new curriculum policy statements of the Department of Education make provision for the inclusion of life orientation, including career guidance and counseling, into the school curriculum.

The Skills Development Act makes provision for training in the workplace, which must be linked to guidance and counseling; the development and implementation of learnerships as a new career development opportunity for youth, and the provision of career guidance and counseling by Labor Centers. The Skills Development Strategy sets particular targets for the development of skills amongst unemployed, for placement in the social development sector and learnerships.

The Human Resource Development Strategy, coordinated by both Departments of Labor and Education, makes provision for improved information flows regarding subject and career choices, through Provincial Skills Development Forums. In addition, it provides a framework for the co-ordination across all Government Departments in order to address human resource development needs.

3.1.1 Targeting

Central to the National Skills Development Strategy is the pursuit of equity. The following national targets were therefore adopted for the beneficiaries of programs:

- 85% of beneficiaries to be black
- 54% of beneficiaries are to be female
- 4% to be people with disabilities

3.3 Funding

The Departments of Education and Labor submit separate budgets to parliament for the total provision of services to be offered by each department. This covers personnel costs, administrative costs, service delivery costs and capital and equipment costs.

In addition, both departments have received substantial donor funding, particularly from the European Union. These funds have by-and-large been used to develop and pilot new programs, as well as to develop capacity within the departments.

In addition, the Skills Development Act and Skills Development Levies Act require all registered employers to contribute 1% of their payroll each month in the form of skills levies. The levies are collected by South African Revenue Services. 80% of the levies are paid to the SETAs. The SETAs utilize 10% of this for administrative costs, and the balance is refunded to employers that meet set criteria to cover the costs of training for employees. The other 20% of levies is paid the National Skills Fund (NSF) to fund training and development for unemployed, and to meet other national skills priorities. In the financial year ending December 2002, R270 million was allocated to the Provincial Offices of the Department of Labor to fund training of unemployed people for placement in social development and self-employment projects.

The Department of Labor does not require any payment for the services it offers to the public.

While the Education Department has adopted a policy of universal primary education for all South Africans, where free education will be available to all in the general education and training band, this has yet to be implemented. School fees in South Africa range from R300 per year in rural schools, to R3000 a year for certain state funded schools. Private school fees range from R15000 a year to R80000 at the more exclusive schools. However, the government has made provision for families that are able demonstrate their inability to pay school fees to be exempt from paying.

Where guidance services are offered at state schools, pupils are not required to pay any additional money for these services. Many of the private schools employ registered psychologists to offer career guidance services for the pupils, and often there is an additional charge for these services, of between R300 and R1500.

Neither the Department of Labor nor the Department of Education were aware of any analysis that had been done using cost and expenditure data when developing policy on career information, guidance and counseling.

The Department of Labor estimates that of the R270 million spent on training of unemployed people in the last year, only about 5% of this was spent on the provision of life skills and career orientation. Other than this, the Department does not have a budget specifically allocated to the provision of career information, guidance and counseling services, and were unable to provide any meaningful data of the costs associated with these services, or how these are broken down in terms of personnel, information production or capital and equipment costs.

The Department of Education has also not allocated a budget to the provision of career information, guidance and counseling. They too were unable to provide any meaningful information in this area.

While the Department of Labor had a dedicated division responsible for career guidance and counseling in the past, where approximately 45% of the budget for employment services was allocated for these services, they now no longer have any specific allocation. There has thus been a substantial cut in funding for these services. The Department has however identified the need to address this, and has advertised for the services of a consultant to develop a career orientation program for the department. This will include allocating a percentage of the NSF to be spent on life skills.

The Department of Education has also cut expenditure in this area, by freezing the posts of guidance teachers in the schools. A budget is still to be developed for the implementation of the Life Orientation learning area to be included in the new curriculum.

3.4 Stakeholder Participation

All policy and legislation developed in South Africa since 1994 has involved extensive stakeholder participation.

Stakeholders are involved in the initial development of policies, through representation by employer groups, the labor movement, and professional bodies. Once draft policies have been developed, they are made available for public comments, in the form of green papers, white papers, and policy statements. Once public comment is received, and incorporated into the documents, they are tabled at parliament for approval.

4. THE MAIN GUIDANCE SERVICES

4.1 Schools

There are approximately 22,000 grade 1-9 General Education and Training (GET) and 9,000 grade 10-12 Further Education and Training (FET) state-funded schools in South Africa. In addition, there are approximately 1,500 independent schools, which receive limited state subsidies.

School pupils must make initial decisions regarding career choice the end of the Grade 9 year, when they are required to choose the subject fields to be studied in Grades 10, 11 and 12.

At the end of Grade 12, pupils are required to make decisions regarding further study or work options upon completing their formal schooling.

Thus, as illustrated in the table below, key decisions are required in Grades 9 and 12:

Table 4: Grades where Key Career Decisions are taken

	GET level schools			FET level schools		
	Grade 7	Grade 8	Grade 9	Grade 10	Grade 11	Grade 12
Required			To select subjects for the FET band			To choose post school options of further study of work

The GET Life Orientation curriculum makes provision for career education from the foundation phase through to Grade 9, with a view to assisting pupils with career choices, and subject selection at the end of Grade 9. Career education programs are also run with Grade 10, 11 and 12 pupils. These normally take the form of lessons on the different fields of work, the sectors of the economy, and the requirements for different types of work. Most schools organize career evenings and events where pupils are able to meet people working in different careers, and ask questions. There is no standard time allocated for these activities, and they vary considerably from one school to another.

The Provincial Offices of the Department of Education also employ a small staff that is responsible for providing support to life orientation and guidance teachers. The Provincial Office staff is responsible for visiting these schools to provide assistance to the teachers to develop learning materials, administer psychometric tests and to provide in-service training. One staff member may be responsible for as many as 150 schools in a district. All district offices have

teacher support centers, which include resource libraries for teachers. These stock career guidance materials. Pilot career centers have been established at some of these district offices.

While assistance is offered for pupils in Grade 9 to select subjects, the reality is that in many of the poorer schools, the subjects offered are very limited. There is a severe shortage of Mathematics and Science Teachers. As a result only a limited number of pupils are able to take these subjects, and only those that have achieved good grades in these areas are allowed to study these subjects.

Both the GET and FET curriculum set aside 2 hours a week for life orientation. Approximately 5-7% of this time is used for career guidance.

While the new curricula to make provision for the integration career guidance into other subjects, clear mechanism for this have not been developed. At present, this is left to the discretion of teachers.

Periods for work experience are not required as part of the current school curriculum. The new FET curriculum when implemented will require pupils to conduct field visits to prospective employers, and prepare a report on their findings.

Most of private schools include work experience programs in the curriculum. The length, frequency and grades in which these are offered vary from school to school.

School pupils do have access to a variety of career events outside of school. The Provincial Offices of the Department of Education take responsibility for organizing career events for Grade 12 pupils outside of school hours. These usually take the form of career exhibitions and career talks by people working in a particular field. In addition, Non Government Organizations take responsibility for organizing career events and exhibitions. The Tertiary Institutions also visit schools to provide career talks, and hold open days. Unfortunately, these events are usually more accessible to schools in urban areas.

4.2 Tertiary Education

There are 31 registered tertiary institutions in South Africa, including both Universities and Technikons. These institutions are required to register with the Department of Education as Higher Education institutions. They receive state subsidies, and are accountable to the Minister of Education. The Universities are responsible for the provision of academic training, while the Technikons are responsible for technical and vocational training.

All tertiary institutions have in place Student Counseling Units. These units are generally responsible for providing a range of counseling and academic support services to students and prospective students.

Specific career information, guidance and counseling services offered include:

- Batteries of psychological tests
- CD ROM or internet based self exploration and job search packages
- Group guidance and counseling sessions
- Individual face-to-face interviews
- The systematic use of community members (employers, parents or alumni) as sources of career information or as mentors / role models
- Career information libraries, exhibitions
- Paper and pencil self assessment (Holland Self Directed Search)
- Organized workplace or community experience

Prospective students include scholars in grades 10,11 and 12, and most of the institutions conduct school visits, hold open days and exhibit at career exhibitions in order to recruit prospective students, and to provide them with information and counseling on prospective careers available through their institution. These services are often provided by the schools liaison divisions, which fall under the marketing department. There are no fees charged for these services.

Prospective students, and members of the general public are also able to access individualized career assessment and counseling services. The fees charged for these services vary enormously from one institution to another. For example, The University of the North West provides these services free of charge, The University of Witwatersrand charges R80 for one session, and the University of Stellenbosch charges R500.

Once registered at the institutions, students are provided with a range of support services, including academic support, personal counseling and therapy, career guidance and counseling, and life skills training, including job search skills, interview skills, and CV writing skills. Some, but not all institutions, charge students for these services.

Most of the institutions provide graduate recruitment services for graduates. This takes the form of organizing opportunities for prospective employers to address and meet graduates, as well as the screening and referral of applicants. Applicants that are screened are also provided with assistance in terms of interview and CV skills.

4.3 The Public Employment Service

The Employment Services Directorate of Department of Labor is responsible for supporting provinces in the provision of employment and skills development

services (ESDS). There is an ESDS Business Unit in all provincial offices, which is in turn responsible for providing support to Employment Service Practitioners employed at the Labor Centers.

As discussed in Section 2, the department has redefined ESD services in order to better align them with the National Skills Development Strategy. The services offered by ESDS are as follows:

- Service 1** Identify opportunities for self-employment and social development.
- Service 2** Develop skills for self-employment and social development.
- Service 3** Identify opportunities within formal sector firms.
- Service 4** Identify threats within formal sector firms.
- Service 5** Refer and place learners into learnership.
- Service 6** Manage cross-border labor migration.
- Service 7** Ensure service providers are able to offer appropriate skills to work seekers.
- Service 8** Ensure private employment agencies are able to offer efficient and high quality services to work seekers.
- Service 9** Facilitate and support the employability of persons with disabilities
- Service 10** Provision of career guidance (to be developed)

Thus the provision of career information, guidance and counseling services are defined as a need, although systems and tools for delivery still need to be developed by the Department of Labor. However, some related services are offered in different forms:

- All work-seekers are required to register with the Department of Labor.

Employers are required by law to register all employees with the Unemployment Insurance Fund (UIF) of the department, and to contribute a percentage of their wages to the fund. On losing their jobs, employees are able to claim a percentage of their income from the UIF for a period of up to six months. In order to claim from this fund, individuals are required to register as work-seekers with Department.

Individuals may also only participate in Department of Labor sponsored training if they are registered as work-seekers.

Upon registration as a work-seeker, individuals may request guidance and counseling services. The Employment Service Practitioners in the Labor Centers are responsible for advising and referring these work-seekers. However, it should be noted that very few of the Employment Service Practitioners have training in the field of career guidance, or access to readily available career information. In addition, they have very limited time available to provide these services, as they are usually working in the field for 4 out of every 5 days in a week. Thus in practice, this services only takes place on a very limited basis, and only in certain Labor Centers.

- Service 4 involves the identification of threats in the formal sector. Where threats are identified, the Employment Service Practitioners are required to render services to employees that are facing retrenchment. This includes career guidance and counseling services.

The services to be offered by the Practitioners is defined in the Social Plan, an official policy documents approved by Nedlac (which is discussed in further detail in section 4.4)

While provision is made for guidance and counseling services for employees facing retrenchment, employers are not required by law to make use of these services, or to inform the department of impending retrenchments. For strategic reasons, companies are often reluctant to inform the department of this, until such stage as the process has been finalized. At this stage, employees have already left the company, and cannot be contacted in order to offer the services. This service is thus not utilized extensively.

- Policy is in place to provide life skills training, including career guidance and counseling, for participants involved in Department of Labor funded training in order to be placed on social development projects and in self-employment opportunities. Life Skills Training will also be offered to those applicants wishing to register for learnerships.

The unit standards for life skills (funded by the Department of Labor) are currently being developed. Once they have been developed, this policy will be implemented.

In short, the Department of Labor plays a very limited role at this stage in the provision of career information, guidance and counseling services.

4.4 Employment-based Guidance Services

In order for employers to receive a refund on the skills development levies paid to their SETAs, they are required to offer training. This training can either be provided in-house by the company itself, or by outside providers.

In order for a company or a private provider to receive accreditation they must offer, amongst other things, guidance and counseling services for learners/employees. They must also employ registered Education, Training and Development Practitioners (ETDP).

In order to register as an ETDP practitioner, individuals are required to have completed a recognized qualification through the ETDP SETA. These qualifications (at levels 4, 5 and 6 of the NQF) include unit standards pertaining to guidance and counseling of learners.

These services usually include the use of batteries of psychological tests, CD ROM or internet based self exploration and job search packages, group guidance and counseling sessions, individual face-to-face interviews, and paper and pencil self assessment.

The focus of the services is usually on assisting employees to develop their careers within the company, but not on general career choices outside of the company. Information provided focuses on career opportunities in the company, the profiles and requirements for various positions, and training opportunities provided. Assessment focuses on determining a suitable match with requirements of job profiles in the company, and assisting individuals to identify areas for potential development in order to meet with job profile requirements.

These services are by-and-large offered by the large corporations. Of the 212 thousand registered businesses in South Africa, only 300 are large corporations, which employ approximately 20% of the workforce. Thus the majority of employees in South Africa do not have access to career counseling through their employers.

Both employer organization and trade unions played a significant role in the development of the Skills Development Act, through the National Economic Development and Labor Council (NEDLAC).

However, it should be noted that of the sixteen unions contacted during this study, none of them had policies in place regarding career guidance and counseling for employees. None of them had identified it as an area of priority requiring their attention.

The Union movement has however played a very significant role in the development of the Social Plan, again through NEDLAC. The Social Plan is an official policy document adopted by Nedlac, which seeks to avoid retrenchments and to minimize the adverse effect thereof on the affected employees and the regional economies where they originate. As a first step, the plan makes provision for any company that anticipates reducing its workforce by 500 employees, or 10% of the workforce, to notify the Director General of Labor

(although this is not compulsory at this stage). Upon notification, the Department of Labor, in partnership with the National Productivity Institute (NPI) are required to establish a task team to work with the employer to determine how to avoid, or at least, minimize the number of retrenched workers.

If retrenchments are inevitable, the plan then requires that the Department of Labor to provide a range of services for employees facing retrenchment, including the registration of employees with UIF, the provision of career information and counseling, life skills training, and referrals.

As discussed, this service has not been utilized extensively. In mid-2002 the DoL commissioned a review of the Social Plan and its implementation since its inception in 1999. The terms of reference of this review were to: assess the problems encountered by the department in implementing the policy; evaluate the impact of the recent amendments to the Labour Relations Act No.66 of 1995 on the Social Plan; to make recommendations on the amendments to the Social Plan; and make recommendations on the implementation of the Social Plan policy to optimize its efficiency. This report shall be tabled by the DoL at Nedlac soon.

4.5 The Private Sector

4.5.1 Registered Psychologists

According to the Human Sciences Research Council, in February 2003, there were 5000 registered psychologists in South Africa. Approximately half of these operate as private practitioners. This includes clinical, counseling, educational and industrial psychologists. All of these, with the possible exception of clinical psychologists, usually offer career counseling as part of their menu of services. Other services offered include personal counseling and therapy and educational support.

Extensive use is made of psychometric assessments, individual counseling and self-assessment in order to assist clients to choose appropriate careers.

Clients are charged between R300 to R1500 for these services.

In addition, private psychologists are often employed by private schools to conduct group guidance and counseling sessions for pupils at school. The school normally covers these costs.

PACE Career Center is a private registered company that plays a significant leadership role in the development of career information and the provision of services. It has provided career guidance resources and training for career guidance educators at over 500 schools throughout the country in the last year.

They plan to have reached 1000 schools by the end of this. Pace receives funding from two sources, namely:

- Private companies, which pay to advertise on Pace material; and
- The Department of Education, which pays for the cost of training career educators

4.5.2 Private Employment Agencies

In terms of the Skills Development Act, all Private Employment Agencies are required to register with the Department of Labor. The Department is responsible for the quality assurance of these agencies. Policies are currently being developed by the Department, which will set standards for the sector, and put in place mechanisms to monitor the achievement of these standards.

According to the Department, there are currently approximately 700 Private Employment Agencies registered with the Department. It should however be noted that of the 18 large private employment agencies contacted during this study, only one (CHART DMB) provides career guidance services. All others only provide recruitment services for employers.

Chart DMB is a private employment agency that provides comprehensive human resource services to private employers, including selection, career development for employees, the development of retention strategies for employers, and career transition services for companies undergoing restructuring.

Selection services include assessment of potential job applicants, and limited career counseling for them based on the outcome of the assessments. Career development for employees in companies includes intensive career counseling for individuals to assist them to enhance their careers within the company. Retention strategies include assisting valued employees plan their careers within the company, and the development of coaching and mentoring programs for these individuals. Career transition programs include outplacement services, and career counseling for departing employees.

Career assessment tools and techniques utilized by Chart include:

- Career Influences Questionnaire
- Career Anchors
- CISS – Campbell Interest and Skill Survey
- Campbell Leadership Inventory
- The Insight Game
- eCareerFit For Managers and Individual Contributors
- “I SPEAK” Communication Styles
- Career Values and Motivated Skills Card Sort
- Life Styles Inventory (LSI)
- Johari Window
- Cognitive assessment (LPCAT; CPP)

Individual counseling is provided to give feedback on the assessment results, and to assist individuals to utilize this information to plan their careers.

4.6 Other Organizations

During the 1990s non-profit of Non Governmental Organizations (NGOS) in the career guidance sector flourished. A national association of career guidance NGOs was established in 1991, know as the South African Vocational Guidance and Education Association (SAVGEA). By 1994, SAVGEA had 24 members, that all provided a range of career guidance services throughout the country.

However, 1994 saw a dramatic shift in donor funding priorities. Within two years SAVGEA was forced to close, and only 3 of the original members are still operational. These are the Careers Research and Information Center (CRIC) in Cape Town, The Careers Resource Center (CRC) in Pietermaritzburg, and Center for Entrepreneurship and Education Development (Formerly Durban South Career Center) in Durban. None-the-less many of the policies and programs developed by the sector have been incorporated into government policies, and several people who worked for the NGO sector now occupy positions within government.

In addition, other organizations provide services for disadvantaged communities, for example Training and Development Options and the Joint Education Trust (JET).

Most of these organizations are severely cash strapped, and battle to secure funding. The Umsobomvu Youth Fund established by government has in place a policy to fund Youth Advice Centers, which would offer, amongst other things, career information, guidance and counseling. The Umsobomvu Youth Fund has however only just started to disburse funds for this purpose. Other sources of funding include corporate sponsors, the National Development Agency (established by Government) and international donors.

It must be noted that this sector continues to play a significant role in the field, both in terms of the development of career information, and in the provision of services to less advantaged communities.

Training and Development Options have developed a program known as Work Sharp that assists participants to identify their skills, talents and preferences, communicate these to prospective employers, develop effective interviewing skills, and develop and implement a continuous career strategy and plan. These courses are provided for disadvantaged communities, and are funded by private donors. They are currently negotiating with the Department of Labor in order to pilot the program as part of the life skills courses to be funded by the NSF.

CRIC in Cape Town has played a significant role in the development of career guidance publications, posters and pamphlets, and in delivery of services to communities in the Western Cape. They have also presented a proposal to the Department of Labor to provide career guidance services on the department's behalf. CRIC has recently received funding from the Umsobomvu Youth fund to pilot their concept of Youth Advice Centers.

Services offered by these providers include:

- CD ROM or internet based self exploration and job search packages
- Group guidance and counseling sessions
- Individual face-to-face interviews
- The systematic use of community members (employers, parents or alumni) as sources of career information or as mentors / role models
- Career information libraries, exhibitions
- Paper and pencil self assessments

4.7 Gaps

From this discussion it is evident that while the Department of Labor and Education have in place policies regarding the provision of career information, guidance and counseling services, these are still at an early stage in their development. Actual provision of the services by these Departments is extremely limited.

The Tertiary institutions and private registered psychologists provide effective services, but by-and-large, only for those who can afford to pay for such services.

Employees in larger companies have access to guidance and counseling through their training divisions and through companies like Chart.

The Non-profit Sector provides valuable services for disadvantaged communities, but they face severe limitations in terms of funds, and therefore have limited capacity to meet the need.

The result is that poor people, particularly those living in rural communities, have very little access to career information, guidance and counseling services.

The key gap, however, in the provision of an effective and efficient career guidance service in the country is the unavailability of an updated labor market information and a lack of jobs.

5. STAFFING

Categories of Employees

The Department of Labor employs Employment Service Practitioners in the Labor Centers, who are responsible for providing the ten ESDS services defined in section 4.

The Department of Education employs guidance and Life Orientation teachers and registered educational and counseling psychologists.

The Tertiary Institutions employ registered psychologists, educational specialists and information librarians.

Some employers make use of ETD Practitioners (training specialists) and registered counseling, educational and industrial psychologists.

The Private practitioners are registered psychologists, and the Private Employment Agencies offering guidance services employ registered psychologists.

Non-profit organizations employ registered psychologists, educational specialists, information librarians and "lay counselors". These lay-counselors have a variety of educational backgrounds and level of skills, and are often employed as volunteers. Training standards are currently being developed for lay counselors.

Numbers Employed

While the above categories of employees may lead one to the conclusion that staffing is adequate, the actual situation at the local level is not good. The Department of Labor employs a total of 149 Employment Service Practitioners throughout the country, thus the ratio of staff to registered job seekers is in the thousands. In contrast in OECD countries overall staffing in local labor offices averages about one staff person per 125 registered work-seekers, and even in high unemployment countries in Central and Easter Europe the ratio is one to about 250-300. An additional 40 posts have recently been created, that are still to be filled, but this will do little to ensure that more than basic registration services can be provided.

The Department of Labor has an Employment Equity Plan, which seeks to increase the number of women, black people and people with disabilities employed by the department, which has been implemented successfully. The vast majority of Department of Labor employees belong to these designated groups.

The Department of Education did not provide information of the number of people employed to provide career guidance or on their equity status.

There are approximately 5000 registered psychologists working at tertiary institutions, private employment agencies, private employers and in private practice. Information on gender, age and equity status is not available.

The non-profit sector is very small, with fewer than 50 people working in the sector.

Qualifications Required

Different Education and Training Qualifications are required for employees in the sector:

Table 5: Qualifications Required by Different Categories of Workers

	Teaching Qualification	University degree in Psychology	Special diplomas in guidance and counseling	Post Graduate qualification	In-service courses	Other
ESP (DoL)		Bachelor degree with psychology or economics			In service training by DoL in delivery of ESDS	
Guidance Teacher / Life Orientation Teacher	Teaching qualification with/without guidance and counseling as a specialized teaching subject					
Registered Psychologist		Bachelor and Honors degree in Psychology		Master Degree in Psychology	One year Internship	
ETD Practitioner						ETDP qual. at NQF level 4,5 or 6
Educational Specialists	Teaching qualification, plus post-graduate studies in education					
Information Librarian						Post graduate diploma in information management
Lay Counselor						ETDP qualification in life skills*

* Currently being developed by ETDP SETA

The requirement for a guidance teacher to be qualified is included in the selection criteria of the Department of Education.

The requirement for ESP in the Department of Labor to have a Bachelors degree in Psychology or Economics is included in the selection criteria of the department.

The requirement for registered psychologists to have a Bachelors, Honors and Masters degree and to complete an internship with a practicing psychologists is specified by the Health Professions Council of South Africa (HPCSA), which is in turn governed by the Health Professions Act (1974). All practicing psychologists are required to register with the HPCSA.

The HPCSA is currently developing a second category of guidance counselor, which will not be required to have a Masters degree. They will be required to have a bachelor and honors degree, an internship and to register with the council. The unit standards for training these guidance counselors are currently being developed, and some of the tertiary institutions have begun developing courses at an undergraduate and honors level in anticipation of the registration of this new category of counselors. These guidance counselors will be able to specialize in two out of nine areas, where they will be able to provide services. These areas include HIV/AIDS counseling, Relationship Counseling, Career Counseling, Educational support, Stress Counseling, Trauma Counseling, etc.

Qualifications required for educational specialists and information librarians are determined by the selection criteria of employers.

There are no set requirements at this stage for lay counselors. However, PACE Career Center is working with the ETDP SETA to develop training standards for lay counselors under the Life Skills standards generating body.

Competencies Required

The types of competencies typically required for the different categories of workers are as follows:

Table 6: Competencies Required by Different Categories of Workers

	Communication skills	Group Facilitation skills	Individual and Group Assessment skills	Labor Market Knowledge	Knowledge of Career Development Theory	Other
ESP (DoL)	X	X	X	X		Knowledge of ESDS Services, and Skills Development Legislation and Strategy
Guidance Teacher	X	X	X	X	X	
Registered Psychologist	X	X	X	X	X	Individual counseling
ETD Practitioner	X	X		X		
Educational Specialists	X	X			X	Knowledge of educational theory and Practice, Special Education needs
Information Librarian				X		Information Management
Lay Counselor	X	X		X	X	Counseling skills

The Introduction of new legislation and policies outlined in Section 3 has important implication for the knowledge and competencies required by those working in the field of career guidance and counseling. In particular, practitioners in the field need to keep abreast of the legislation and policies that are being developed. The principles underpinning the NQF have important implications for the career development of individuals, particularly the principles of recognition of prior learning and portability. Guidance Counselors need to have a good understanding of these principles, and be able to advise learners on the opportunities that these provide.

The Introduction of Life Orientation into the school curriculum will require the development of learning materials in this area, and the training of teachers in this learning material.

The availability of funding for learnerships and training for social development projects provides new training and career opportunities for people, and guidance practitioners will need to be able to direct people towards these opportunities. The entire playing field has altered, and practitioners need to move away from providing traditional information, guidance and counseling services that focus on

tertiary training and formal careers. This is particularly important in a country with extremely high levels of unemployment. If the NSDS is to be effective in addressing unemployment, then it will be critical that young people receive guidance and counseling, that directs them to real opportunities that exist.

The HIV AIDS pandemic is impacting significantly on people's career choices. Guidance Counselors will need to develop knowledge and skills on how to assist people to plan for their careers, where the individuals may be sick, or have a decreased life expectancy.

Training Opportunities

The Departments of Education and Labor both provide in-house training programs for their employees in order to upgrade their skills and knowledge. In addition, they both have a budget of 1% of their total payroll that is utilized to place staff in formal training programs.

Employers are also required to provide training for employees in order to reclaim their skills development levies. Larger employers budget between 3 and 5% of their total payroll for employee training. The requirement for employers to employ registered ETD practitioners has meant that a great deal of emphasis has been placed on training and up-grading the skills of practitioners.

The Psychological Society for South Africa and the Student Counseling Society of South Africa play a significant role in providing training opportunities for Registered Psychologists.

The development of unit standards for training lay counselors will provide an important opportunity for people working in this sector to develop new skills.

Professional Associations

Approximately half of the registered psychologists (2260) are members of the Psychological Society for South Africa (PSYSSA). The PSYSSA is a professional body contributing to the development of the profession of psychology, ensuring quality of service to the community, safeguarding ethical standards, building professional relationships in South Africa and abroad, and collective marketing and bargaining for new work, better remuneration and conditions of service. It plays a significant role in the upgrading of skills and knowledge of registered psychologists through seminars, conferences and congresses, and the publications of articles and journals.

The Student Counseling Society of South Africa is a tertiary level association that has been formed to promote and protect the interests of counseling and development services at institutions for higher and further education in the country.

It promotes and protect the interests of its membership by:

- Identifying & monitoring their needs and concerns;
- Networking with relevant stakeholders with regard to these (e.g. individual institutions, the Department of Education, the Committee of University principals, the Committee of Technikon Principals);
- Representing the Society at regional and national forums, bodies or organizations whose functions impact on the members and the services they deliver;
- Advocating the interests of their members and lobbying on their behalf whenever necessary;
- Facilitating the provision of ongoing training & development opportunities for their members;
- Facilitating communication and information sharing amongst members;
- Facilitating research to ensure relevant and effective service delivery and promote the knowledge and skills base of their members; and
- Providing a database of expertise available amongst our membership to facilitate access by fellow members, institutions for higher and further education and the broader community.

It also develops and monitors the delivery of counseling & development services, by:

- Providing leadership & direction in ensuring that counseling & development services are effectively aligned with higher education priorities and make a substantive contribution to the academic, career, personal and social well-being & development of persons pursuing tertiary education and training at institutions of higher or further education in Southern Africa.
- Providing best practice guidelines regarding the structure; functions and staffing of Counseling & Development Centers;
- Providing best practice guidelines to promote professional and ethical practice in service delivery; and
- Providing accreditation and quality control services to encourage and acknowledge appropriate and professional service delivery.

In addition, Pace Career Center has recently established the South African Association for Educational and Vocational Guidance (SAAEVG), which is a member of the International Association for Educational and Vocational Guidance. This is a recently established association, but with the involvement of other stakeholders, it may hold the potential to structure, regulate and develop the skills levels and resources of career guidance practitioners and the sector as a whole.

6. CAREER INFORMATION

Each of the stakeholder groups play varying roles in collecting, producing and distributing career information:

The Department of Labor

The DoL collects a variety of labor market information. This includes information on job vacancies. At present, work-seekers visiting the Labor Centers are able to access information on job vacancies registered at that Labor Center. However, the Department is in the process of installing a new information management and disbursement system, where all job vacancies registered with the department will be registered on an integrated database, so that information on all vacancies in the country can be readily accessed at any of the Labor Centers. This system will be operational by October 2003.

The Department of Labor is also responsible for collecting information on labor market trends from the Provincial and Sector Skills Plans, LMIS reports and SETAs and distributing this information.

The Provincial Offices of the Department of Labor, together with the Provincial Skills Development Forums are responsible for preparing Provincial Skills Plans for each province. These documents contain information on labor market trends in the province over a five-year period, and include detailed information on the social development and formal sector projects in the province, and the employment opportunities that these are likely to provide.

In addition, the Department has a Labor Market Information Services (LMIS) business unit in each province that is responsible for compiling labor market reports and identifying trends.

The SETAs are also responsible for preparing Sector Skills Plans for each economic sector, and identifying scarce skills within their sectors. They are also required to register learnerships being offered by companies in the sector. This information is submitted with the Department of Labor.

The provincial skills plans include data on the following:

- Provincial Profile, including information on demographics of the province, the levels of poverty and unemployment, the major economic sectors, the climate and the natural resources;
- Economic analysis by sector, highlighting the economic and job trends within the sectors;
- Economic opportunities by region, identifying key opportunities that have been identified in the different geographical regions in the province;

- Economic opportunities by sector, identifying sectors where economic opportunities exist;
- Provincial objectives, priorities and targets for training and skills development;
- Implementation schedule for training;
- Provincial implementation plan, including a database of projects to be carried in the province over the period.

The sector skills plans include:

- Sector Profile, including information on the key role players in the sector
- Economic analysis of the sector, highlighting the economic and job trends within the sector;
- Economic opportunities by region, identifying key opportunities that have been identified in the different geographical regions in the country;
- Economic opportunities in the sector, identifying key opportunities in the sector;
- Scarce skills in the sector
- Sectoral objectives, priorities and targets for training and skills development in the sector

At the moment the information produced by the department is not readily accessible to the general public. The Provincial and Sector Skills Plans, the LMIS reports and registered learnerships are available on the Departments websites (www.labour.gov.za). However, for those that do not have access to the Internet, this information is not readily available. No systems are in place to produce career material using this information, or to distribute it to the public.

The Department of Education

The Department of Education does not play a key role in collecting or producing career information.

A database of training courses and providers is maintained by SAQA, which is accessible on the Internet.

In addition, the Department purchases and distributes various publications produced by the private sector to schools, including the A-Z of Careers, The Rainbow and Ultimate Guides.

The Tertiary Sector

The Tertiary institutions play an important role in developing information on post-school training opportunities and occupations. The Student Counseling Units at tertiary institutions generally contain comprehensive information on training opportunities and associated careers. The information developed is in the form of

leaflets, printed guides, information sheets, CD-ROMs and Internet based services. They are generally aimed at young school-leavers and unemployed people.

Many of the tertiary institutions employ full-time information specialists to gather information and produce material. Others rely on the faculties to develop information on the courses offered and the career opportunities that these provide.

There is no coordination between the various institutions in the development and production of career information.

No information on the placement of graduates is kept.

The Private Sector

Various publishing companies produce career information publications, including "A-Z of Careers", "The Rainbow" and "Ultimate Guides". These are sold to the general public at a cost of between R200 and R500.

Computer packages, including the Mentor System and the Pace Career Center package are also available. The Mentor system is available at a cost of approximately R1000. The Pace Career Center Program is available to school pupils at their school. Advertisers cover the cost of developing and updating this material.

Much of the information has been gathered using computer packages from overseas. For example, the Mentor system was based on an ICT system purchased from the United Kingdom and modified by the Human Science Research Council (a statutory body) for application in South Africa.

The Non-Profit Sector

The Non-profit sector played a significant role in the 1980's and early 1990s in collecting and producing career information. A plethora of posters, leaflets and publications were produced. Due to financial constraints, much of this information has not been up-dated. None-the-less, with adequate resources, these could readily be up-dated, and distributed nationally. Many of the materials developed were innovative, and of particular relevance to disadvantaged communities. Examples of materials developed include directories of informal courses, information on career opportunities in the community development sector, information on self-employment, and "The Career Game".

7. ASSURING QUALITY

Steps taken by government to maintain or increase quality of services

The new school curriculum includes specific standards to be achieved for the life orientation learning area. These have been implemented in the GET phase.

The Department of Labor is currently developing unit standards for life skills training including career guidance and counseling.

Standards for delivery of services

The Health Professions Council of South Africa is responsible for setting professional standards for all health professionals. Clear standards and codes of conduct therefore exist for registered psychologists. The Psychological Association of South Africa plays a role in monitoring adherence to these standards by psychologists.

The standards that exist for psychologists pertain to issues concerning confidentiality, the use and administration of psychometric tests, etc., and are therefore of a general nature. They do not pertain to career information, guidance and counseling per se.

Standards for competencies required

The standards for competencies required by guidance and counselors are being developed in terms of the unit standards being registered on the NQF for the training of counselors. The HPCSA has in place standards for the training of psychologists, and is developing them for guidance counselors. Unit standards are in place for guidance and counseling services offered by ETD practitioners. Standards are being developed for lay-counselors.

Information quality standards

There are no guidelines in place on information quality standards.

So while standards exist in terms of the Quality Assurance of psychologists in general, and for the competencies for various practitioners in the field, there are no clear standards that are set for the career information, guidance and counseling sector itself. There is also no representative body or organization concerned with setting standards for the sector. However, the newly established SAAEVG could play a significant role in this regard.

8. THE EVIDENCE BASE

Information on Use of Career Information, Guidance and Counseling Services

Prior to 1994, the Human Science Research Council (HSRC) was responsible for collecting data on the extent to which guidance and counseling services were used, and the different levels of use by different groupings. However, since 1994 the HSRC has undergone a complete restructuring exercise, and no longer conducts research in the field of career guidance and counseling.

While individual tertiary institutions and private providers do keep records of their users, and the general demographics of their users, this information is not readily available.

Research in careers counseling and information is limited in South Africa. Most research studies cover theories and not service-delivery. In a review of research conducted in South Africa between 1980 and 1990, de Bruin and Nel (1996) could find only 22 published articles (14% of all articles reviewed) that could inform careers counseling practices. (Stead and Watson, 1999)

Research on the Need for Services

Stead and Watson, cite the following studies that have been conducted on the need for career guidance and counseling:

1. "The University of the Western Cape (UWC) regularly administers a needs survey (on careers counseling) to all first-year students. As a historically Black university, UWC draws the majority of its students from the historically disadvantaged community. As such the data provides some indication of the extent of careers guidance/counseling deprivation in the black population:

Table 7: Summary of a needs survey conducted by the University of the Western Cape

	1991	1992	1993	1994
Satisfaction with guidance				
Satisfied	15,4	17,3	22,2	23,4
Dissatisfied	63,7	65,7	55,3	59,5

Problems with career choice				
Yes	60,7	60,5	54,9	57,8
No	36,4	39,2	43,8	40,0

2. Perceived career counseling needs of Black students: (p. 8)

Table 8: Summary of Studies on Career Counseling Needs

Year	Author	Finding
1970	Herman	94% of matriculants in the study experienced problems with career choice
1983	Chuenyane	90% of high school pupils had serious career planning problems
1988	Van Schoor and Whittaker	The majority of the students experienced problems of a vocational nature
1995	Nicholas	The need for assistance with career concerns is much higher in a Black South African sample than for a North American sample
1997	Nicholas	The highest need for help or information was for job search strategies.

Studies reported at the September 2002 Psysa Congress also clearly indicated that there is a growing need amongst learners in South Africa for guidance and counseling services. In particular, several studies presented confirm a low level of career maturity among South African youth.

Criteria used to determine impact

The Department of Labor utilizes the percentage of people placed in income-generating opportunities as a measure of the gross impact of the services it offers. In addition, Pace Career Center utilizes level of career maturity as an indicator to determine impact of career interventions.

Studies on costs of providing services

There is no evidence of any studies that have been conducted on the costs of providing services, how these costs vary, how the outcomes relate to costs, or how the benefits relate to the type of service provided.

Studies in Impact of services

Pace Career Center submitted a proposal to the Department of Education to conduct a National Career Maturity study to establish a baseline career maturity level of the South African youth, which was to be conducted over a five-year period. The aim of the study was to determine the impact of career guidance services on the levels of career maturity. This proposal was not approved.

In addition, Pace conducted a longevity study on the impact of career services on individual's career choices. The study used pre and post intervention measures of career maturity of participants, and found a significant difference between career maturity levels of those that had participated in career guidance and counseling programs.

No other South African studies on the gross or net impact of career guidance are known.

The Role of National Research Centers

While the HSRC does not currently conduct research in the field of career guidance, discussions have been held between the Department of Labor and the HSRC in order for these studies to be reintroduced.

9. LEADERSHIP

9.1 Key Stakeholders

Employer Organizations

Through NEDLAC, employer organizations have played a significant role in the development of labor legislation. Of particular significance, has been their role in the development of the Skills Development Act and the Social Plan, although the latter remains unlegislated.

In addition, the South African Chamber of Business (SACOB) and its affiliated Chambers of Commerce and Industry throughout the country, do play a role in participating and facilitating career exhibitions and events.

They have however not played a key role in the development of policy on career information, guidance and counseling.

Trade Unions

Again, through NEDLAC, the trade union movement has played a role in the development of legislation and the Social Plan. The movement has played a particularly significant role in the development of services for workers facing retrenchment. The National Union of Mineworkers, for example, has a division dedicated to the provision of support services for workers retrenched from the mines.

However, the unions have not taken a strong position with regards to the development of policies in the field of career information, guidance and counseling. None of the unions contacted in this study have in place specific policies regarding the provision of these services to employees.

Other Stakeholders

The Tertiary institutions and the Student Counseling Association of South Africa, the Psychological Association of South Africa, the non-government organizations and Chart are key stakeholders in the sector.

Each of these groups are actively involved in the provision of career services, and in the development of policy.

The Department of Labor has engaged them in discussions concerning the provision of services.

9.2 Coordination

The only body in place that facilitates the coordination of the work of the Departments of Labor and Education at a provincial level are the Provincial Skills Development Forums, established by the Department of Labor.

At a national level, the two ministries have jointly launched a campaign for learnerships, together with other role-players.

However, there are no mechanisms in place to coordinate the definition of standards for development and provision of career information, guidance and counseling services financed by the two departments.

There are also no mechanisms in place to coordinate the work of other role players in the sector.

9.3 Strategic Leadership

There is a distinct lack of strategic leadership in the field of career information, guidance and counseling.

As discussed, there is no body that exists that coordinates these services, or that provides leadership for the sector.

The Department of Labor has indicated that it recognizes the need to take on a leadership role, and to coordinate the establishment of a body that will further develop the sector. The stakeholders outlined in this document will all need to be represented on this body.

10. ANALYSIS AND RECOMMENDATIONS

Based on the findings of this study, the authors have identified particular strengths and weaknesses that exist in the key areas reviewed. Opportunities to build on these strengths and address weaknesses are outlined by specific topics (i.e. policy framework, service provision, staffing, career information, quality and evidence) and are stated in the form of recommendations in order to strengthen service delivery. Before outlining specific findings it is useful to summarize the context and several overarching issues.

South Africa Context. It is important again to emphasize and recognize the context in which the guidance services are being analyzed and delivered including: (a) the impact of apartheid, specifically the previous job reservation system and limits of access to education on youth and adults; (b) current economic conditions, including high unemployment, particularly among youth who have increasing literacy levels; (c) the shortage of public resources, and large demand to increase access and equity in provision of social services; and (d) some lack of recognition of impact of career development services, where a relatively small investment can have considerable return with regard to economic development, social cohesion, equity, labor market efficiency, and efficient use of public funds .

Overarching policy issues. If guidance services are to have the desired impact there needs to be a major paradigm shift in the way they are viewed and delivered in South Africa. The heritage of career guidance and counseling services in South Africa is one in which the field was dominated by psychologists, emphasized psychometric testing and assessment, and a “one to one” relationship between client and guidance staff. This focus is not uncommon in many developing countries. This focus was narrowed even further by the emphasis on delivery of services to the white citizens in South Africa.

In contrast, in developed countries the sector is increasingly staffed with professional and para-professional staff who are not required to have major formal qualifications as psychologists, and the focus of the services is on client self-assessment and direct provision of information to individuals with staff acting as a facilitators when needed.

This paradigm shift, from a psychological emphasis and one-to-one client/staff approach, to a client centered self-assessment approach, with more generally trained staff to facilitate the process, is crucial to development of the sector. Unless South Africa makes this basic paradigm shift, including ensuring good career information is available, the sector will not develop. If this is to occur it is critical that a formal sub-committee of the National Skills Authority be designated to provide leadership and provide a forum for stakeholder input.

10.1 Policy Framework

Strengths

- The Department of Labor has in place the Skills Development Act, which makes provision for the establishment of Labor Centers, and defines the role of Labor Centers, which includes the provision of career information and counseling;
- The Department of Education General Education and Training and Further Education and Training curricula include life orientation, which includes a module career awareness and guidance;
- The SAQA Act provides a national framework for qualifications and standards, integrates education and training, and includes the provision of guidance and counseling as an underlying principle of all education and training;
- The Human Resource Development Strategy provides for the coordination of the roles of both the Department of Education and Labor in terms of the human resource development needs of the country;

Weaknesses

- Although policies are in place, career guidance and counseling is not being implemented extensively at present; This is exacerbated by the paucity of updated labor market information, a lack of jobs, and the few career choices available;
- The services of the Department of Labor focus on achieving the objectives of the National Skills Development Strategy. Career guidance services are not included in the NSDS;
- The Department of Education has no overall strategy in place for the implementation of career guidance services that can be applied in the life orientation program or as a separate service in schools;
- There is no designated leadership in the country to ensure stakeholder participation, and definition and refinement implementation of policy;
- Competing priorities have resulted in the limited allocation of resources to career guidance and counseling. However the lack of attention may result in a wastage of scarce private (individual) and public investment in developing inappropriate human capital, and continuing inequalities related to access to information and career choice;

Opportunities and Recommendations

- The National Skills Authority should appointing a formal sub-committee responsible for providing leadership for the development of the career guidance sector, which should include representatives from all relevant

stakeholder groups. This stakeholder committee should be responsible for the defining policies to develop the sector (i.e., refining existing policies, facilitating service provision, facilitating staff development, ensure gaps in career information are filled, and evaluating the impact of services), and be accountable to the NSA. The NSA should allocate appropriate resources to the committee, including minimal staff and funds to stimulate the development of high priority materials and services, in order for it to achieve its objectives.

- The Department of Labor should include specific objectives related to the provision of career guidance and counseling in the NSDS for the period 2005 – 2010. This will ensure the allocation of resources to guidance and counseling, and lay a necessary foundation for success in achieving the other objectives (i.e. job placement and income generation);
- The Department of Education needs to develop a coherent strategy for the implementation of career guidance services as an integral component of preparing youth for adult life, where they will be continually faced with career choices. This strategy needs to include the further development of the career module in the life orientation curriculum, as well as the development and provision of support materials in schools (i.e., in libraries, career resource centers, in classrooms);

10.2 Service Provision

Strengths

- The Department of Labor has piloted the inclusion of Life Skills training, including career guidance and counseling, as a component of an integrated skills development program, which was funded through the NSF. The potential exists to further develop this model;
- The Department of Education has in place model career centers at district offices and schools, and the Life Orientation program is being implemented at the GET level;
- Career services are provided by all tertiary institutions;
- There are good examples of career guidance and counseling being carried out by NGOs;
- There are some services being provided by the private sector (i.e., Pace and Chart are providing services).

Weaknesses

- There is a void of staff, materials, labor market information and services at the Labor Centers, current staff/client ratios make it impossible to even manage and facilitate the previously suggested

self-assessment services even if materials and information were available;

- The Life Orientation curriculum of the Department of Education is limited in scope, and only constitutes 5-7% of the curriculum. It is primarily a career awareness program. There are few models, and no guidelines, for provision of supplementary career information and resources to support these career awareness programs;
- There is a lack of sharing of information and support amongst tertiary institutions to support learners;
- The NGO sector has limited capacity and access to good career information, and there is weak networking;
- The sustainability of the private sector is not certain;

Opportunities and Recommendations

- The Department of Labor needs to develop a coherent model for the delivery of career guidance services to improve the impact of its other services (i.e. training, learnerships, job placement). This could include the expansion of the pilot on life skills; the contracting of private providers and NGOs in the delivery of career guidance services, and the development of the internal capacity (i.e. staffing and materials) of the Labor Centers in the delivery of services;
- The Department of Education needs to develop guidelines and models for school/district guidance centers. These could be housed in school libraries, district teacher support centers or multi-purpose resource centers. In addition, minimum materials for the career guidance module in the life orientation program should be identified, provided to all schools, and linked to the career guidance centers;
- There is a need to develop career information and awareness activities for school learners to enhance the life orientation program;
- The introduction of an Integrated Registration Service for Tertiary Institutions could be used as a mechanism to ensure stronger collaboration between the career guidance services offered by the sector.

10.3 Staffing

Strengths

- The Health Professions Council provides standards and determines the qualifications required for registered psychologists, which include minimal career guidance competencies;
- Provision has been made in terms of the qualifications and the registration of Guidance Counselors by the Health Professions Council;

- Unit standards are being developed with the ETDP SETA for training Lay Counselors;
- The Department of Education is providing in-service training for teachers for the Life Orientation program;
- The private sector is providing in-service training for teachers e.g. PACE
- There is a great deal of passion and commitment evident regarding career guidance amongst staff at a local level in NGOs and schools.

Weaknesses

- The roots of career guidance and counseling in psychology has had the impact of limiting service delivery, because it is primarily based on a one-to-one relationship between professional and client, with a focus on psychometric assessment;
- Standards do not exist for career guidance professionals and paraprofessionals;
- Existing career guidance staff in both Labor and Education are required to provide a range of other services, and are unable to focus on career guidance provision. As noted previously, current staff/client ratios in labor offices make it impossible to even manage and facilitate the previously suggested career self-assessment services even if information was available;

Opportunities and Recommendations

- A paradigm shift is required that moves away from staff dominated provision of professional psychological services to a few clients (i.e. the 5% most needy clients), to one where that promotes broad client self-assessment and direct access to career information (i.e., for the 95 % who can make informed career choices on their own) using professional and para-professional staff as facilitators, who are not necessarily psychologists;
- There is a need to develop professional and paraprofessional qualifications for career guidance practitioners, that do not necessarily require a background in psychology;
- Paraprofessional qualifications need to be registered with the ETDP SETA, involving a one-year diploma in career guidance and counseling at NQF level 5, and be linked to a learnership;
- Professional qualifications need to be registered with the ETDP SETA, involving a one-year post-graduate diploma, at NQF level 6;
- Higher Education systems need to develop and implement training for these qualifications;
- The public sector needs to consider providing in-service training for existing staff in these qualifications, and in particular, the Department

of Labor needs to consider creating posts in order to increase staff capacity to deliver career guidance services.

10.4 Career Information (Assessment, Occupational and Educational Information) ¹

Strengths

- Some Labor Market information exists in the form of Sector Skills Plans and Provincial Skills Plans;
- SAQA has developed a database of formal training providers and tertiary institutions;
- Good standardized in-depth psychological assessment tools exist;
- Information is available from a range of media, including books, videos and newspapers. The ICT media is beginning to develop;
- A range of pilot programs exist which provide career information (e.g. PACE, MENTOR).

Weaknesses

- Labor market information is fragmented, there are weak elements, for example in terms of wage data, and it is in the wrong format for individual clients. Where it is included in career information systems, it is often outdated;
- There is no comprehensive database on educational information. That which exists is limited to formal tertiary programs. There is no information in career programs on informal and non-formal training opportunities which is critical to most clients;
- There is a need for further development and use of client self-assessment tools;
- There is a need to expand the use of low-cost media for use in rural undeveloped areas (i.e. basic education schools), audio-visual media for youth and adults, and to further develop ICT media;
- There are no minimum standards for the development of career information;
- There is a lack of direct linkages (crosswalks) between career assessments, labor market, and educational/training information;
- There are no direct links between career information and job bank information in labor offices or private employment agencies;

Opportunities and Recommendations

¹ Definition and stimulation of development in this area needs to be a major focus of the proposed NSA subcommittee on Career Guidance.

- The NSA Stakeholder committee needs to define guidelines and standards for the development of information systems;
- There is a need to develop linkages between career information databases, and other related databases to facilitate integration and use of data and information;
- NSA Stakeholders need to identify gaps in information and stimulate member institutions to improve information sources (i.e. Wage data, educational data) and/or contract with outside organizations to develop missing information and services to strengthen the overall career information systems;
- There is a need to stimulate a competitive market for the development and delivery of comprehensive career information systems (i.e. competitive financing for development, when appropriate, and delivery of services);
- NSA stakeholders should identify methods of developing low cost and low-tech career information models for use in poor remote schools and locations.

10.5 Quality and Evidence

Strengths

- Some studies have been conducted on client needs for career information;
- Some studies have been conducted on career maturity amongst South Africans
- The NSA has allocated funds for research on the gross and net impact of career guidance services;

Weaknesses

- There is no systematic data collection on the use of career services;
- There are no studies and cost and gross or net impact of career services;
- There are no standards for service delivery and the evaluation thereof.

Opportunities and Recommendations

- There is a need to create administrative and management data on the use of systems (i.e. in Career Centers, on use of ICT based systems);
- There is a need to integrate quality and evaluation of impact into all service delivery and programs
- A career guidance development fund could be created which provides incentives for innovative research and material development at a grassroots level (i.e., schools, NGOs) the results of which could be documented and disseminated nationally.

10.5 Conclusion

This report aims to build on the strengths that already exist in terms of policy development in South Africa in the field of career information, guidance and counseling. The recommendations therefore focus on utilizing existing policies and structures in order to strengthen the implementation of services.

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Appendix A Stakeholders Contacted During the Study

The Department of Education

The National Department of Education, Pretoria
The Gauteng Provincial Education Department
The KwaZulu-Natal Provincial Education Department

The Department of Labor

Employment Services, Head Office
Employment and Skills Development Services (ESDS) Business Units at 9 provincial Offices
The Labor Centers

Employer-based Guidance Services

South African Chamber of Business

Other Organizations

CRIC
CEED
CRC
DevTrain
Training and Development Options

Private Providers

Psychological Society of South Africa
Career Quest
Society for Student Counseling in SA
Pace Career Center

Tertiary Institutions

UCT
Fort Hare
Medunsa
U North
U North West
U OFS
UPE
Potch
Pretoria
RAU
Rhodes
UNISA
Transkei
Venda
Vista
Wits
Uni Zululand
Cape Tech
E Cape Tech
OFS Tech
Magosuthu
Tech
Dbn Institute of Tech
ML Sultan
Tech North
Gauteng
Tech North
West
Peninsula Tech
PE Tech
Pretoria Tech
Tech
SA
Vaal
Triangle
Tech
Tech Wits

Private Employment Agencies

Admark
Greys
Kelly
Drake
Quest
PAG
Multisearch
Global
Manpower
Goldberg
Khanya
Workforce
Denmor
Icon
York
Chart
Fempower
TopLevel
Workstart

Trade Unions

Commercial Workers Union
Food and Allied
W U
National Ed Health and Allied W U
National U of Mineworkers
National U of Metalworkers
Police and Civil Rights
SA Agric Plantation and Allied W U
Chemical/paper/energy/wood
Printing W U
Transport and Allied W U
Commerce/Catering/Allied W U
Clothing / Textile W U
SA Democratic teachers U
SA Football Players U
SA Municipal W U
SA State and Allied W U
Finance Union

Appendix B
Attendance at Stakeholder Workshop

Name	Organization
Ismail Akhalwaya	Department of Labor
Estelle Crawford	Department of Labor
Lorraine Silverman	Training and Development Options
Avron Herr	PACE Career Center
Dennis Stead	PACE Career Center
Lazarus Sithagu	PACE Career Center
Siyanda Sibiya	Medical University of South Africa
Padi Matlala	Medical University of South Africa
Jack Mashapata	Pretoria Technikon
Mtuthuzelo Satsha	Wits University
Mmemeru Lephondo	University of South Africa
Maya Sutherland	Student Counseling Society of South Africa
Thabo Mashiane	Gauteng Department of Education
Tsakane Baloyi	Gauteng Department of Education
Matthew Esau	CRIC
Winkie Tjelele-Mqaise	University of the North West
Theresa Mokgoro	University of the North West
David Fretwell	World Bank
Lara Kay	Lara Kay Consulting

Appendix C Schedule of Site Visits

Date	Time	Activity	Representatives
Saturday, 29 March, 2003	4:00 pm	Visit to CRIC in Capetown	<ul style="list-style-type: none"> • Mr. Esau (Director)
Monday, 31 March 2003	9.00 am	Meeting with DoL	<ul style="list-style-type: none"> • Mr Ismail Akhalwaya (Executive Manager: Employment Services, DoL)
	10.00 – 16.00	Stakeholder Workshop	
Tuesday, 1 April 2003	8.00 – 9.30	Site visit to CHART Private Employment Agency	<ul style="list-style-type: none"> • Jane Hazell (Managing Director, CHART DBM)
	10.30 – 12.30	Site visit to DoL HO	<ul style="list-style-type: none"> • Adrienne Bird (Deputy Director General: DoL)
	14.00 – 15.30	Site visit to Wits University	<ul style="list-style-type: none"> • Tokozile Mayekiso (Head of School of Human and Community Development) • Daleen Alexander (Lecturer, Career Psychology) • Andile Mdikana (Lecturer, Special Education)
	15h30 – 15h00	Site visit to Wits University Counseling and Career Development Unit	<ul style="list-style-type: none"> • Zena Richards (Director)
Wednesday, 2 April	11.00 – 12.30	Site visits to Soshanguve Career Center, Gauteng Department of Education	<ul style="list-style-type: none"> • Thabo Mashiane (Head Psychological Services, Gauteng Department of Education); • Anita Venter (District Psychological Services)

			Facilitator)
	13.00 – 14.00	Site visit to Ribane-Laka High School, Mamelodi	<ul style="list-style-type: none"> • Thabo Mashiane • Thabo Molifi (School Principal) • Lebogang Laka (Life Orientation Educator)
	15.00 – 17.00	Site visit to SA Chamber of Business	<ul style="list-style-type: none"> • Carol O'Brien (Policy Consultant)
	17h30 – 19h00	Site visit to National Department of Education	<ul style="list-style-type: none"> • E Williams (Chief Director: Schools)
Thursday, 3 April 2003	8.00 – 10.00	Site visit to Kings Hope Community project	<ul style="list-style-type: none"> • Lorraine Silvermann (Training and Development Options) • Magdel Williams (Kings Hope Development Foundation)
	11.00 – 13.00	Site Visit to PACE Career Center	<ul style="list-style-type: none"> • Avron Herr (Managing Director) • Dennis Stead (Psychologist)
	14.00 – 16.00	Site visit to Witbank Labor Center	<ul style="list-style-type: none"> • John Simelane (Business Unit Manager: ESDS)
Friday, 4 April 2003	9.00 – 12.00	Debriefing meeting at DoL	<ul style="list-style-type: none"> • Ismail Akhalwaya (DoL) • E Williams (DoE) • Avron Herr (Pace) • Dennis Stead (Pace) • Lazarus Sithagu (Pace) • Lorraine Silverman (T&D Options) • Maya Sutherland (SCSSA) • Thabo Mashiane (Gauteng DOE) • David Fretwell (WB) • Lara Kay