

A Human Capital Development Strategy for the Western Cape

A focus on Youth

January 2006

“We stand on the threshold of prosperity.
To cross this threshold,
we have to secure
the most vulnerable amongst us.
Our starting point should be
our people and their capacities...”

Premier Ebrahim Rasool, February 2006



**WESTERN CAPE
Education Department**

Provincial Government of the Western Cape



FOREWORD



This document, *A Human Capital Development Strategy for the Western Cape, A Focus on Youth*, is a lead strategy of the Provincial Government of the Western Cape, designed to guide us as we grow and share the Cape and ensure a Home for All in this province.

We have entered an Age of Hope in the Western Cape, to quote our President, Thabo Mbeki. While we stand on the threshold of prosperity, we are painfully aware of grinding poverty in our province and the challenges we face in building hope in our poorest communities.

Education will play an absolutely crucial role in enabling us to cross the threshold to prosperity, as we develop the knowledge, skills, values and attitudes of our citizens, focusing on the youth, and especially those in our poorest communities.

This document provides our blueprint for ensuring access to quality education for all. It forms a key component of our broader plans for sustainable development in the province. It covers every aspect of education, from early childhood development to general and further education and training, learnerships, adult education and higher education.

We call on all our citizens to give this strategy your fullest support as we work together to build our human and social capital, our economy, and better lives for all.

Ebrahim Rasool
Premier of the Western Cape



The Provincial Government of the Western Cape has appointed the Western Cape Education Department (WCED) as the lead department responsible for developing the human capital of the province. This task is one of the cornerstones of the province's iKapa Elihlumayo strategy to "grow and share the Cape" and to build a Home for All our citizens. Our Human Capital Development

Strategy, with a focus on youth, describes how we plan to exercise this mandate. This strategy will provide the point of departure for education planning for many years to come as we seek to build a Learning Home for All. It is vital that our parents, learners and teachers join hands with us to implement this strategy. Governing body associations, teacher unions and RCLs – you are our partners to make sure quality education for all becomes a reality. Let us get down to work in each and every school, educare centre, community learning centre, college and in every family. Let us set goals and targets for schools and communities. Together, we will succeed. We look forward to working with all members of the education community as we seek to achieve this vision.

Cameron Dugmore
Education MEC, Western Cape



Building human and social capital is really about building people and building relationships. By using these terms, we are not trying to reduce people to economic units. Instead, we are acknowledging the intrinsic importance of people, especially the youth, as they realise their potential and help to build successful communities and societies. This report is the product of more than two years of

consultation and reflection on how best to ensure quality education for all. We commend it to all those with a deep commitment to education as we work together to build our human and social capital. By building people, we build the future.

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EXECUTIVE SUMMARY

This strategy is the product of more than two years of development, including some intensive consultations with the key interest groups in education in the Western Cape. It comes as a result of the need expressed by national government for the development of a human resource development strategy, and has therefore been influenced very much by that national strategy, as drafted by the departments of Education and Labour. More particularly, this strategy flows from a direct mandate from the current provincial government to the WCED to develop a human capital development strategy for the Western Cape, with particular emphasis on the youth of the province.

The crafting of this strategy has been influenced primarily by the provincial vision of a "Home for All" and the Western Cape economic development strategy, iKapa Elihlumayo. In this regard, the concepts of "the developmental state" and "holistic governance" play a particularly important role in the complexion of the strategy: the state takes responsibility for determining the development agenda and trajectory of the province and must create the enabling framework for that development potential to be realized; government departments are required to respond in an integrated fashion wherever possible as a means of maximizing state resources and deploying it for maximum returns. Firmly embedded within the principle of lifelong learning, and operating within the framework of the *Learning Cape* concept, the strategy promotes the development of early childhood education through adult basic education and training – the focus, however, is not only on individual growth and development, but assumes the same learning principles for the organizations of government, the various departments.

Human capital strategies, in general, focus on the management of existing human capital within an organizational context, and looks at introducing processes and systems, as well as training programmes for staff that are intended to increase the productivity and effectiveness of such staff. In the case of the Western Cape, this focus will be addressed through the Internal Human Capital Strategy, driven by the Department of the Premier. Another focus of human capital strategies is on the building of human resources from the ground up, or emphasizing the development of certain knowledge and skills that are required by the modern economy. In our case, we make the assumptions that our current pool of human capital is too low, and the existing human capital does not possess the requisite knowledge and skills that will enable the province to drive its socio-economic development programme(s).

The strategy responds to the challenges of high levels of unemployment among the (black) youth in particular, the

perceived lack of skills to take up existing employment and entrepre-neurial opportunities, and the actual lack of opportunities to absorb the growing maturing youth population, and contains four key strands:

- 1** A focus on improving the **conditions of education**, i.e. ensuring that schools receive the necessary, affordable, infrastructure, equipments, etc., and more importantly, strong school management. In this regard, the Provincial Spatial Development Framework (PSDF), the Strategic Infrastructure Programme (SIP), and the Internal Human and Social Capital Strategy will inform specific operational strategies;
- 2** Working to improve the **educational environment** by tackling issues of crime and social pathology in concert with the department of Community Safety in particular, and broadly through the Social Capital Formation Strategy;
- 3** The core of the strategy is one that focuses on improving the **quality of education**, by focusing on relevant curriculum packages, classroom management and activities and teacher competence and development;
- 4** By using the research-based future growth projections of the Micro-economic Development Strategy (MEDS), the education system will provide opportunities for **skills and qualifications** in vocational education through our Further Education and Training (FET) College sector.





Overlaying all of these will be the Provincial Growth and Development Strategy which should be completed within the next few months.

This strategy therefore, is focused on building the human capital of the province from the ground up, and sees this as a long-term goal. However, it recognizes the need to deploy relevant human capital for short- and medium-term benefit. Based on research information contained primarily in the MEDS, this strategy is also focused on intervention in the FET sector in particular, to deliver on our short- to medium-term human capital requirements.

In essence, therefore, the strategy is intended to organize and direct the education system in the province to enable our youth to take advantage of the various employment and entrepreneurial opportunities that the provincial government will mobilize through a combination of different strategies. These include the MEDS that provides the platform for economic sector development and which will influence not only important information for career guidance and career choice, but also more importantly, the focus for courses and curricula that are to be provided by our FET sector (colleges and schools).

Very importantly, the strategy outlines the roles that the various government departments can and should play in achieving the goals of this strategy. These include each department identifying its future human resource requirements for delivery of its legislative mandate and on its core function and identifying those objectives that, through its contribution, each

department can make the education environment more conducive to educational excellence. A key example of this is the decision by the Department of Transport and Public Works to make available over 200 bursaries for disadvantaged youth to take up studies in the construction industry, primarily at higher education level.

As with all human capital development strategies, ***the key lies in ensuring that the education system is positioned to deliver knowledgeable, skilled, critical and flexible young people who can take advantage of future opportunities, but who will also be able to adapt to, manage, and transcend future challenges.*** To achieve this, it is imperative that our schools provide a strong general education that will focus on communication, mathematics, science and technology, and a strong life skills component that will include career guidance counselling. This might seem like an obvious point to make, but in a context where panic appears to set in, there is an overwhelming argument that the education system should focus on the development of narrow skills for the economy – the more rational approach is that the education system must clarify what is meant by “skills”, and must in the final analysis, ensure that the education system produces critical and flexible young people within the current transformative curriculum of OBE.

In arriving at the key goals of the strategy, therefore, it was necessary to undertake an intensive analysis of the socio-economic profile of the province, the condition of the education system, and the gap between what our province requires and what our education system currently delivers. A very intensive consultation process that included several road shows to each and every district, discussions with key stakeholders and a provincial and national conference that endorsed the general thrust of the strategy backed up this analysis.

The upshot of this process defined a clear set of responses, including the following:

1. A set of *programme-based strategies* to be delivered through an expanded Early Childhood Development (ECD) programmes; a transformed Adult Basic Education and Training programme; a focus on General Education and Training (GET) that will emphasize communication, mathematics, science and technology; a Further Education and Training (FET) programme that will enable further academic study and qualifications through excellence in high school, and a vocational option through the FET college sector that can also lead to further qualification in the higher education sector; and a higher education sector that must determine how it will support the human capital development strategy in the Western Cape. This programme-based strategy will work towards the acquisition of the relevant knowledge, values, skills

and attitudes; a focus on literacy and numeracy; access to information through an expanded ICT programme; career guidance; learner tracking; and highly effective schools.

2. A set of *systemic strategies* that will focus on implementation; the youth; the transformation principles of equity and redress; school effectiveness, that includes building stability and predictability into the system; paying closer attention to issues of teacher supply and utilization; positioning the WCED as a learning organization; and a rigorous monitoring and evaluation programme that will ensure cumulative progress in the strategy.
3. A *short-term strategy* that includes the re-engineering of the organizational structure and culture of the WCED; developing a communication strategy that will build continuous advocacy of the human capital strategy and the progress it is making; and getting to grips with our physical infrastructure needs and the effective management of existing facilities.

It is recognized that the goals of the strategy cannot be achieved in the short term and that we will only achieve success when, through a ***deliberate confluence of educational programmes and economic opportunity***, more of our youth are able to participate in and contribute to the province's long-term socio-economic development.

Given that this is a strategy document, it needs to be emphasized that a lot more work needs to be done. This relates to the development of strategic operational and/or management plans that will provide the platform for the effective implementation of the various sub-strategies as outlined above. While many aspects of the strategy are already included in the Five-year strategy of the WCED and in its current operational plans, it is envisaged that the proposed HC Project Team will carry out this task, including the development of a Monitoring and Evaluation system.

Finally, the strategy includes a priority analysis that asserts the following: we can draw up a shopping list of like-to-haves and must-do's, but in the end, we will have to make a sober assessment of ***what*** needs to be done ***first***, ***when*** it must be done, ***who*** must do it, how we will ***resource*** it, and how and how often we must ***measure*** it. There is a tendency to see education as the panacea for all ills, and the system that must deliver on everybody's concerns and interests. It needs to be emphasized that, as with all systems, if it is overloaded, it will collapse. Our system is currently delivering well and, has the potential to deliver a lot more efficiently, and if driven properly, can deliver on the targets we set for it. But that will only happen if the system is stabilized and if we build a sense of predictability into it – in other words, ensure that everyone knows what to do, when to do it and that they

are provided with the resources and the support to do it.



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1. Background

In October 2003, The Western Cape Education Department (WCED) embarked on a major series of consultations to determine its long-term vision for education in the Western Cape. The consultative process started with a conference attended by representatives of all role players in education in Newlands, Cape Town, on 2 October 2003 and continued during 2004 and the first part of 2005.

In response to a need to provide a holistic strategic vision of education for the province, the WCED set about developing its Education Vision 2020, and consulted various stakeholders during the course of 2003. At the same time, we decided to use the opportunity to reflect on progress made in education over the past 10 years, and on what remains to be done to provide access to quality education for all citizens of the province, as a means of promoting their participation in the growth and development in the province in particular and the country in general. During cabinet lekgotla discussions, and also as a result of a national mandate, it became clear that such a vision for education needed to respond to the intellectual and human capital needs of the province and the country as a whole. Consequently, the WCED was tasked with the responsibility of developing a Human Capital Strategy for the province – a strategy that would respond to the human resource needs of the country, as analyzed by the departments of Education and Labour, as well as the national Treasury. The national mandate encapsulated the objectives of the province, as envisioned through the “Home for All” and iKapa Elihlumayo strategies of Premier Rasool’s provincial cabinet.

This strategic vision, coupled with the principle of *holistic governance* and the concept of the *developmental state*, enabled the WCED, through many discussions, debates and consultations, to develop a strategy that coalesced the original Education Vision 2020 document and the first few drafts of the Human Resources Development Strategy. The WCED worked with the German Technical Organization (GTZ) to analyze a considerable volume of contributions by all interested parties, and to produce this document, which we are calling **A Human Capital Strategy for the Western Cape**.

Although the strategy is driven by the WCED, we envisage that all provincial departments, as well as local government and the private sector will use Education 2020 as a key point of reference in the years ahead. The department invites all role players to do the same, as we work together on providing a learning home for all in the Western Cape.

1.1 The First 10 Years



South Africa has made considerable progress towards reshaping the educational landscape over the past 10 years. The country began by amalgamating the education departments inherited from the apartheid era, and by building legislative and policy frameworks for a new education system based on the values of our Constitution.

This legislation has reshaped every aspect of education in South Africa. We have introduced General Education and Training for Grades R to 9 and we are in the process of introducing Further Education and Training (FET) for Grades 10 to 12 in schools. Our FET colleges are developing new vocational and technical programmes to meet the needs of job seekers and the Western Cape economy.

We have prepared the ground for the expansion of Early Childhood Development (ECD) in Grade R and Adult Basic and Further Education and Training (ABET/AFET). We have developed policies on inclusive Education for Learners with Special Education Needs (ELSEN).

We have transferred pre-service teacher training from the provinces to Higher Education, as a national competence, and we have developed a wide range of support programmes and services.

In the Western Cape, we have established a network of Education Management and Development Centres (EMDCs) to bring management and development support closer to schools.

We have employed information and communication technologies to improve teaching, learning and communication.

Almost all children eligible for GET are attending school in the Western Cape, and the number of candidates passing their Senior Certificate examinations has increased steadily over the past 10 years.

While celebrating these successes, we are well aware of what we still have to do to ensure access to quality education for all. Key in this regard, is addressing the issues of equity, access and redress.

Education has the potential of turning the Western Cape into an economic powerhouse by providing the human resources we need to “grow the Cape”. Education also has a key role to play in building a society based on the values on our Constitution – democracy, human rights, human dignity, freedom, non-racialism and non-sexism.

Our long-term vision for education must capture these values and the promise of a better life for all.

1.2 iKapa Elihlumayo



The Provincial Government of the Western Cape has developed the iKapa Elihlumayo strategy to “grow the Cape”, to fight poverty, to create jobs and to provide a “home for all” in the Western Cape.

Premier Ebrahim Rasool describes iKapa Elihlumayo as “creating prosperity for all, giving new hope. It is about restoring human dignity. It is the underlying principle that will drive our policies and our actions for the next decade. It is about caring, growth-oriented budgets, about proper skilling, about broadening the economic base and reducing the income gap, about creating new business opportunities and new jobs, about expanding wage employment, and about tabling a comprehensive package to stimulate growth in our economy”.

Until now, we have used Senior Certificate results to measure our success. While these remain important, our challenge is to look at a whole range of outputs and outcomes that reflect our success in producing whole human beings, with the knowledge, skills and values needed to lead fulfilling lives, to contribute to development and to build a society based on sound, constitutional values.

1.3 The Learning Cape



**Learning
CAPE**

The Learning Cape is an initiative that started four years ago, with the objective of highlighting and profiling “... education, training and development activities in the Western Cape through debates, events and workshops with the aim of popularising the concept of lifelong learning as an important vehicle for achieving equity, access and redress in education and training.”¹

The WCED has been an active participant in the annual Learning Cape Festival and has contributed actively to ensuring that the concept of lifelong learning has taken root in the minds of our people in the province. The evidence shows in the increasing number of enrolments of children into early childhood education facilities as well as the growing participation of adults in the various programmes offered through our ABET centres (known popularly as Community Learning centres). These programmes make it possible for many adults to continue their education that was interrupted for various reasons, or for those who have had no exposure to education at all. Consequently, many of these graduates of our CLCs find that either their job prospects improve or they are able to advance easier in their current jobs or careers. The potential impact of the Learning Cape concept is therefore crucial for promoting community interest in learning for socio-economic development.

1.4 Developing the Human Resources of the Western Cape

In the period 1995 to 2004 the South African government has placed increasing emphasis on the need to develop the country's human resources. Education plays a crucial role in supporting this strategy. This emphasis is seen in the significant financial resources allocated to education and training. It is also reflected in legislative and strategic developments at national and provincial government level.

Over the last three years the Western Cape has taken steps towards addressing the human resource development problem. First, the White Paper *Preparing the Western Cape for the Knowledge Economy* (2001) established four key pillars for economic and social development in the Western Cape. One of these is ‘a Learning Cape’. The White Paper's central argument is that economic development and learning are inextricably linked and that a Learning Cape can and should provide the context for economic development.

¹ Learning Cape Festival 2004, Background to Learning Cape Festival 2004 Draft, 27th May 2004

Then in 2003 the Western Cape government announced its iKapa Elihlumayo strategy 'to mobilize the resources of government in the fight against poverty, improve the living conditions of our people and (to) fight for the expansion of the economy.' (Minister Rasool, Budget Speech 2003). Ikapa Elihlumayo emphasizes the importance of human and social capital for economic growth.

In September 2003 the Western Cape government appointed a Task Team to develop *A Framework for a Provincial Human Resource and Skills Development Strategy*. The Task Team under the chairmanship of Franklin Sonn produced its report for government's consideration in November 2003. The main recommendations of this Framework report were taken to the Provincial Growth and Development Summit held in November 2003, and attended by representatives of the four social partners (government, business, labour and civil society). The resolutions taken at the summit are encapsulated in the Framework for Growth and Development in the Western Cape. The *Framework for Growth and Development* declares that an 'integrated and co-ordinated Human Resource Development Strategy (HRDS) should be directed towards poverty alleviation and transformation which should form the basis for sustainable growth and development.'

In 2004 the provincial government tasked the WCED with developing a Human Resource Development Strategy for the province. The WCED has produced this strategy, asserting that education and skills development are central to growth, prosperity and a better life for all South Africans. The strategy also tries to encapsulate the views of both the President and the Premier on the concept of the "developmental state" and its application to the Western Cape. The concept of "holistic governance" as outlined in the November 2004 provincial *lekgotla* has also played an important part in shaping, in particular, our thinking about aligning our various plans, strategies and budgets within the department and with sister departments in the province.

The point of departure of this document is that a Human Capital Development Strategy must of necessity reflect and promote the provincial vision of a "**Home for All**". While the development objectives seeks to address primarily the needs of the disadvantaged black youth, it acknowledges the need for the province to ensure that opportunities are not denied to skilled formerly advantaged people.

To promote the concept of "holism" this strategy document will subsume the WCED's Education Vision 2020 document and its 5-year Strategic Plan. Henceforth, only two documents should reflect the WCED's key strategic operations: the **Human Capital Strategy** and the **Strategic Plan** (the latter must be produced separately to comply with Treasury prescriptions as far as format is concerned). It needs to be noted further that the concept of Social Capital will overlay the Human Capital Strategy. Our argument is that **Social Capital** forms the bedrock of all that happens in education, and can therefore not be considered apart from the broad Human Capital Strategy.

One of the more important strategies that inform this strategy is the Micro-economic Development Strategy (MEDS) that provides a very strong indication of future economic growth possibilities for the province. Based on an intensive research process, the strategy identifies several potential growth sectors, including call centres (or business process outsourcing), HRD, crafts, clothing, tourism, oil and gas, ICT, agriculture, cultural industries, metals and engineering, and the film industry. These will form the basis of the career guidance and information programme in schools and will hopefully direct learners' interests when they have to make career and further education choices. It should also direct the interests of employers when they promote learnerships or design human resource strategies for their own businesses. Key to the successful implementation of both the Human Capital Strategy and the MEDS is a deepening of collaboration between the two lead departments for a continuous refinement of the goals and targets of each strategy.

The concepts of the developmental state (in which the key theme relates to the need for direct intervention by the province to facilitate socio-economic development) and holistic governance (which demands a high-level of transversal and integrated service delivery) form the basis of all planning for the province. This means that in our planning process we need to take account of the physical and social health of individuals and communities, their housing needs, opportunities of access to the economy, as well as their legal and security concerns. Our policies will therefore be informed also, by those of our sister departments. It is in this context that our intervention in school/education management and development must be focused and mindful of the benefits we wish to achieve over the long-term. At the heart of our intervention is the commitment to the original principles of transformation, access, equity and redress.

In summary, our approach to the development of human capital in the province therefore proceeds from the perspective that our interventions must be on integrated, focused and directed action programmes through transversal delivery mechanisms. This means accepting that we must prioritize our objectives; that we must have the courage to resist the temptation to deliver only on flashy, short-term objectives; and that the key outcomes will only

become prevalent after at least 12 years of general and vocational education. However, we are mindful of the need to show short-term outputs in the form of increased access to the world of work for our youth.

1.5 Wide Consultation

While extremely time-consuming, the consultation process was very valuable. It was an opportunity for us to test our policy and strategies, to garner input from a wide range of interested parties, to reflect on what we need to build an implementable and sustainable strategy, that we find common ground on what our delivery priorities should be, and very importantly, to build consensus around an education and development strategy for the province. While we cannot consult indefinitely, we must emphasize that the strategy remains open to change and development, as conditions in the province change.

This draft of the strategy follows many hours of consultation that started in October 2003, during which much intensive debate took place. Apart from the consultations held across the province during 2004, the consultation sessions during 2005 included a very well-attended education conference in March 2005 where teachers, students, parents, NGOs, unions, the higher education sector, etc. were represented. This was followed up with consultations in every single district (EMDC), discussions with individual provincial departments, teacher and public service unions, the higher education sector, the Education Standing Committee, and the Provincial Development Council. Each of these interactions provided valuable input, some more so than others, and with some divergent views. The key strands included:

- Ideological resistance to the concept of Human Capital and subjecting education to the interests of the economy;
- A similar strand that wanted to ensure a focus on the provision of a high quality education;
- A strand that supported the need for skills and knowledge development, but with a stronger emphasis on meeting the short and long-term demands of the economy and the labour market.

Throughout all the consultations there was a continuous refrain: what guarantee can the provincial government give that these consultations were a serious attempt to elicit input from stakeholders and that the inputs would be considered and included in the final strategy? While this distrust of government and its motives is cause for concern, it needs to be understood against the background of our apartheid history, and the socio-political history of the Western Cape in particular.

Our response to these has been simple: there could be no guarantee that all views would be included. Government must take into account the views of its people and must try to balance the views of different sectors of this society in developing a strategy. However, it also has a responsibility to lead and to govern – and in that regard, it must make strategic decisions based on firm political and economic analysis of the growth and development potential of the country and its various provinces, sound information and statistics, firm research and intensive strategic planning, courageous prioritizing, and future projection. In other words, acknowledge and include inputs where they add value, but provide firm leadership in the final design and implementation of the strategy.

What also became clear out of these interactions is that government needed to spare no effort in building trust in its intentions, objectives and programmes. The Social Capital Formation Strategy is therefore of utmost importance, as is the need to reassure our people that the “Home for All” vision and the iKapa Strategies are about the long-term future of the province. The Premier has already achieved much in this regard, but to judge from recent instances of unrest, we need to intensify our efforts.

1.5.1 Implications of Consultation Process

Most of the inputs received were verbal, with a few written inputs, and a formal input by the Higher Education sector. In general, the inputs support the analysis and broad strategy as outlined in the draft document. Attention was drawn to some serious gaps, such as the current and projected impact of HIV and AIDS and schools of skill; the need to provide a deeper analysis of the various stakeholders in education and to highlight their individual interests; a deeper focus on the role and responsibilities of teachers; explicit analysis of redress and equity issues and the provincial government’s response to it; prioritizing our programmes and budgets as a means of achieving our identified objectives and goals.

In essence, the content and thrust of the strategy remains the same, with a shift of emphasis in certain of our identified objectives and plans. The basic analysis, structure and strategic plan remain, except that some aspects of the content

will be expanded, and certain short and medium term outputs emphasized. What is absolutely clear is that we are expected to identify our priorities and execute them as such. We cannot continue to move the goal-posts all the time – schools, teachers, parents and pupils must know what is expected of them within a particular time frame, and they must be given the opportunity and the space to deliver on them, with the necessary support from office based support staff.

Several very important issues emerged from the consultation process. A glaring omission was the projected impact of HIV and AIDS on the education system, and consequently on the Human capital Strategy. While the WCED has a very strong and very effective **HIV and AIDS Strategy** in place, it is essential that we apply the outcomes of recent research in our scenario planning to determine the impact on the capacity of our system to deliver. It became clear that if the strategy is to be implemented effectively, it will require a very intensive process of **prioritizing**: over the last ten years, we have tried to do everything at once, and have not been very successful with much of it. In the same breath, we will have to **communicate progress** and achievements much more regularly. While very vocal in their participation, it was clear that many among our school leadership are trapped in the operations paradigm, and find it difficult to engage in a process of **strategic visioning**. This is due mainly to the lack of initial management training and orientation and ongoing developmental support. While some of these managers run very successful schools, this is often only because of their access to finance capital and the professional expertise of School Governing Body members.

1.5.2 Basis of the Human Capital Strategy

The concept of **“capital”** is one that does not fit easily into our conceptualization of the transformation project, as it conjures up images of social reproduction and control within the capitalist economic ideology. It has become clear, however, that this concept itself is open to appropriation by different ideological sectors, as has been illustrated by sociologists like Bourdieu. This document does not pretend to promote academic or ideological discourse on the concept itself. It proceeds from the assumption that where the trajectory of economic development in the country is such that the economy will grow, but that the poor will not necessarily have access to that growth, that it is imperative for the state to step in to direct that trajectory such that the poor can have a substantive share in the wealth that is to be created through that economic growth.

As such, this document embraces the concept of capital as referring to that existing capacity, and potential capacity, that is to be found among individuals and whole communities, that can arm them in negotiating access to an economy that can provide a better life for all. It sees capital as an element that is to be interacted with and directed, not only for its accumulative properties, but for the wider benefits that can accrue from its strategic distribution among the poor.

While it is clear that the development of the Human Capital Strategy derives from the development imperative in the province (and nationally), the strategy must be *driven by educational interests* and must dominate our plans and resourcing decisions. In other words, the system must not be expected to change direction drastically – over the past ten years the system has been inundated with new policies and transformation strategies, and whether we like it or not, teachers have had to shoulder a heavy burden in this transformation process. While it is acknowledged that there are many teachers who should not be in the system, in general, they have made the system work and are continuously looking for support to become more effective.

Therefore, this means that the basis of this strategy lies in *providing strong general education*, where the focus will be on *communication* (literacy), *mathematics and science* (numeracy), and *career guidance*. The best way in which to grow the intellectual and human capital in the province is through the provision of a high quality education in the different sectors, focusing on intellectual and academic skills development, as well as opportunity for vocational education and training. This general education must enable our pupils to make informed choices about their lives and future careers, including further and higher education, as well as the opportunity to exit the school system to pursue further qualification through the FET Colleges. Their education must provide them with the knowledge, values and skills, qualifications, and opportunities to access the labour market or the economy or to pursue their interests in higher education via alternative routes. In other words, as OBE demands, our learners must become highly knowledgeable, critical, flexible and capable citizens who will contribute to the growth of the province in all aspects.

The National Consultative Conference in Education, held in Durban during June this year, expressed a similar view. More importantly, the premier endorsed this approach during the Iekgotla earlier this year.

1.5.2.1 Defining “Human Capital”

Having scoured various documents (both academic and political) on Human Capital, we see Human Capital as that **set of individual and collective capacity (education, knowledge, skills, experience, health, motivation, entrepreneurship, etc) that enables people to participate in and contribute to the overall development of their society**. We further see this capacity as enabling our people to make informed career and life choices. Human Capital, therefore, is about creating a competitive edge among our people, the ability to create value. Since our strategy is focused on youth (in schools), our Human Capital Strategy is aimed at developing the values, attitudes, skills and knowledge that will enable them to make informed life and career choices for active participation in the development of the province.

Our understanding of our task is that the education system must respond to the development needs of the province by providing a strong general education with a vocational and/or higher education elective at the end of Grade 9 or post-FETC. While our career guidance courses will provide our learners with, and promote an active consideration of post-education career direction, it is not the primary objective of the strategy to prepare our learners for the world of work. Preparation for the world of work will happen during study at FET Colleges post-Grade 9. The emphasis of our education system must be to provide our youth with the capacity to manage their lives successfully, including an orientation to entrepreneurship – in the long-term, our learners must be able to adapt to changing career and economic conditions and not get stuck in specific career paths that may see them marginalized due to a lack of broader life skills.

If our strategy for human capital development is to succeed, then we need to be clear on what the context is that we will be operating in, what the enablers are for a successful strategy, and what specific support we will require in the implementation of the strategy.

We have provided a substantial, though not exhaustive environmental analysis below, but can summarize it as including:

- A context of growing unemployment and poverty;
- Growing inequality;
- A poor skills base, leading to decreased uptake of available employment;
- A “jobless” and “mutating job” future where not all school graduates can expect to be employed either in the private or public sector, and where those who are employed will have to constantly upgrade their skills and knowledge if they wish to retain their employment, or to acquire entrepreneurial skills in order to re-invent themselves.

The enablers for a successful human capital strategy include, among others:

- A well-developed education system that is seen as the primary source of future growth and development; that prepares our youth for participation in a democratic society; that facilitates the creation and development of high levels of social consciousness (values, morals and attitudes), knowledge and skills;
- An emphasis on further, higher education and vocational education and training;
- An accurate economic development information system;
- Equitable opportunities (race and gender);
- A decent level of health;
- A crime-free, or controlled crime environment.

This list of enablers provides some indication of the contributions that sister departments in the province can focus on to strengthen the success chances of the strategy.

The state, in terms of our understanding of the developmental state, must be poised to provide direct support and intervention, and should therefore not only facilitate, but create and sustain opportunities for the development of social and human capital, and more importantly, the regional economy as part of a national development strategy.

Standing alongside the state is Capital (or to avoid confusion, Big Business). We need to problematize the role that the private sector can and should play in the development of the economy, human and social capital. More often than not, and apart from its contributions to the Sector Education and Training Authorities (SETA), its support of Corporate Social Investment (CSI) programmes, and its participation in the Provincial Growth and Development Summit, this sector remains largely aloof, while benefiting the most. A crucial question to be posed here is whether there is a match between its skills demands and its active support for skills development and promotion?

1.5.2.2 Key Strands of the Strategy

There are four key strands to this strategy. These are:

- Improving the **conditions of education**: we argue that education can be most effectively delivered under optimal conditions. These relate to the physical conditions of education (physical infrastructure, equipment) as well as its enabling conditions (relating to the management of the education programme at school level). Therefore, as a provincial government, we need to ensure that our schools are institutions that are conducive to learning and excellence, and that they are managed by highly effective, innovative and creative people;
- Improving the **educational environment**: most of our schools are subjected to the ravages of social pathology (crime, drugs, gangsterism, etc.) that impact disastrously on schools, the learners and educators, and the educational programmes offered by them. The departments of Education, Community Safety, Social Services, and Health will jointly develop and implement a programme designed to reduce the impact of social pathology on our schools;
- The core of the strategy is focused on improving the **quality of education**: this means that issues of classroom activity, management and support must enjoy primary attention, as must teacher competence and development, and relevant curriculum packages. This need has also been identified by the national ministry of education, and currently, National Treasury is considering a R12 billion bid by Education to achieve this specific goal;
- Creating opportunities for **skills and qualifications acquisition**: apart from the goal of delivering more endorsements at matriculation level (and therefore potentially greater numbers of access to the higher education sector), our system must also enable young people to acquire vocational (occupational) and technical skills through a variety of institutions such as schools of skill, Adult Basic Education and Training (ABET) institutions, FET Colleges and Universities of Technology. This means that employers should use the information collected through the Micro-economic Development Strategy research to inform their own human resource development plans and to utilize the various Sector Education and Training Authorities (SETAs) to promote the development of specific skills required by the future economic growth sectors in the province.

1.6 Vision and Mission

The vision and mission is intended for the next ten years to 2014 and beyond, based on the needs and interests of the children in schools, and providing an integrated education support structure for all learners in a single and inclusive system of education. The emphasis is on the learner and what the learner emerges with as a result of his / her educational experience. At the same time, the vision will balance education as intrinsic and oriented to the individual with accomplishing what society or the modern economy seeks.

The primary emphasis of the vision is on high quality general education and training as the foundation of human resource development. Levels of specialization are defined under the further education and training band, allowing learners a choice in learning pathways and career prospects.

1.6.1 Vision

A Learning Home for All.

This means that the provincial government will take seriously responsibility to provide access to quality, lifelong education and training to all our people. In doing so, it will continuously pursue the transformation process and will ensure that all state resources, including schools, are utilized to maximum benefit for all the people of this province.

1.6.2 Mission

Our mission is to ensure that all learners acquire the knowledge, skills, values and attitudes they need to:

- Realize their potential
- Lead fulfilling lives
- Contribute to growing the Cape and the country
- Participate fully in the life of the nation
- Be internationally competitive, and to

- Build communities that are capable of managing their lives successfully and with dignity.

In order to achieve this, we will establish and develop all our educational institutions into centres of excellence, and provide the necessary developmental support and interventions to promote the successful achievement of this mission.

1.6.3 Key values

The key values that underpin our vision and mission are based fundamentally on our Constitution, namely democracy, social justice and equity, equality, non-racism and non-sexism, human dignity, an open society, accountability, the rule of law, respect and reconciliation (*Manifesto on Values, Education and Democracy, Department of Education, 2001*).

More specifically, we have to:

- Build a system that provides learners with the knowledge and technical skills to manage their lives successfully and with dignity, with attitudes that will commit them to Africa, and with confidence that will enable them to compete with anyone, anywhere in the world
- Ensure access, attain equity and combat poverty
- Reinforce further growth and development in our cultural, human and intellectual capital
- Contextualize and focus on the socio-economic development needs of the province, particularly with reference to the demands of its growing modern economy
- Promote a rights-based approach to education
- Promote a pro-poor approach that constantly prioritizes the needs of the poorer learners and communities and weights resources in favor of these learners
- Encourage the exercise of accountability and transparency in making all relevant assessment data available to all stakeholders, and creating the platform for critical feedback and engagement

2. Environmental Analysis

2.1 Socio-political and Economic Profile of the Province

The Western Cape is home to about 4.5 million people, representing 10% of South Africa's total population. The population growth is estimated at 2.9% per annum with an additional influx of 48,000 that migrate to the province, from other provinces each year. The majority of those entering the Western Cape are black people in search of work. This in-migration has changed the age, race and poverty profile of the Western Cape.

Since 1994, the politics of the Western Cape has been rather volatile, with the previous provincial government not always agreeing with the policy direction decided upon at a national level. Early after the elections in 1994, the Western Cape provincial government designed and approved its own constitution as a means of asserting its authority.

An analysis of provincial policies during this time will show that, while a strong administrative infrastructure was established, several areas of transformation were neglected, especially insofar as education development is concerned. Education in the rural areas still contain elements of segregation, where learners from historically-disadvantaged sectors are bussed to different towns to access education because, with a few exceptions, the local people are reluctant to integrate their schools.

The provincial departments still reflect remnants of past apartheid policies: the education department is dominated by white and male senior managers whereas the bulk of the employed officials are female and coloured. The attached personnel profile of the WCED shows an average age of 43.05 years. This means that most of the staff will have started working in the education sector in this province well before 1994. In general terms therefore, it means that their training and experience stems from the ex-departments and that they would have had to adapt this experience to the demands of a new civil service that is focused on the principles of transparency and service delivery, access and redress. It is not clear to what extent they will have adopted the new approach to government. This is clearly an area that needs intervention through our Internal Human Capital Strategy.

Learners from historically disadvantaged communities still find it difficult to access quality education, despite the increasing expenditure on physical facilities and the poverty-targeted Norms and Standards School Funding allocations.

The province has the highest number of people older than 20 with tertiary qualifications, at 10.6%. About 6.7% of the Western Cape adult population has no schooling, with 15% having some primary schooling, and 19% with a matric. About 39% have some secondary education. The Socio Economic Review (2003) argues that the growth rate of the economically active population has grown much faster (21%) than its total population. The distribution of wealth is more unequal than elsewhere in the country with a Gini Coefficient of 0.62 in 2000 compared to the national of 5.7 in the same year.

The formal sector in the province absorbs 1,3 million and the informal sector 144,065 (roughly 9.4%) of the overall provincial economy. The labor force of 1,5 million are concentrated in agriculture (13%), manufacturing (19%), Wholesale and retail (17.5%), financial services (11.9%); employing a total of 80% of the labor force. Of the employed, the proportion of the overall labor force that is in possession of a school level qualification exceeds the cohort that has some level of further or higher education by a ratio of 77% to 19%. The percentages of those who have some further or higher education by race are the following: 7% African, 11% Coloured, 34% Asian and 49% White.

Unemployment rates are also heavily influenced by race. While nationally 30 out of every 100 Africans found employment between 1995 and 2002, only 3 per 100 Africans living in the Western Cape found employment in this period (SER, 2003). Eighty percent of the 18.9% of the labour force unemployed in the province are youth. Contrary to the national trend, tertiary unemployment has dropped while at the lower education levels, unemployment has increased. The demand is for educated and skilled individuals.

As can be expected from the above, every form of education and training has experienced growth in numbers in the past five years: schools, FET colleges, adult centres, learnerships etc. The data for the school system from 1995 to 2004 is provided in Table 1.1. Updated statistics for 2005 is reflected in Table 1.2 below. These illustrate the growth in learner numbers, which are mainly among black youth in secondary school grades.

Table 1.1: Enrolment by grade in Western Cape public ordinary schools, 1995 and 2000 to 2004 Annual Survey

	Gr 1	Gr 2	Gr 3	Gr 4	Gr 5	Gr 6	Gr 7	Gr 8	Gr 9	Gr 10	Gr 11	Gr 12	Total
1992	99,158	84,963	80,921	79,199	76,789	72,293	68,795	67,473	61,079	50,698	41,124	34,659	817,151
2000	64,844	81,865	92,343	91,949	85,766	80,658	75,813	80,026	70,634	63,840	48,934	40,996	877,668
2001	81,790	62,960	81,832	94,302	89,254	83,305	77,778	82,190	71,966	67,034	50,206	39,910	882,527
2002	86,969	77,026	64,134	83,022	93,188	86,786	80,865	75,601	80,450	69,752	51,618	40,468	889,879
2003	86,916	82,454	75,931	66,033	82,383	92,341	84,514	81,154	73,200	81,739	51,746	39,644	898,055
2004	104,105	82,130	81,489	76,781	66,060	82,574	89,614	85,053	78,964	80,756	54,199	39,451	921,176

Table 1.2: Enrolment by grade in Western Cape public ordinary schools, 2000 to 2005 Snap Survey

	Gr 1	Gr 2	Gr 3	Gr 4	Gr 5	Gr 6	Gr 7	Gr 8	Gr 9	Gr 10	Gr 11	Gr 12	Total
2000	63,273	81,295	92,015	91,728	85,233	80,378	75,756	80,142	70,914	64,166	49,295	41,104	875,299
2001	80,680	62,554	81,616	93,934	89,162	82,997	77,456	80,917	71,272	66,176	49,789	39,938	876,491
2002	84,412	76,911	64,008	82,699	92,586	86,488	80,573	75,060	79,656	69,476	51,668	40,585	884,122
2003	85,886	82,290	75,779	65,793	82,188	92,143	84,424	80,835	72,980	81,528	51,588	39,656	895,090
2004	102,519	81,808	81,045	76,163	65,754	82,243	89,228	84,758	78,803	80,611	54,095	39,379	916,406
2005	92,540	93,951	80,559	80,706	75,282	66,075	81,623	87,749	81,628	80,904	56,424	39,335	950,565

Source: Directorate Research in WCED

Table 2 provides data on the growth in grade R enrolment. Grade R learners are either enrolled at Community ECD sites or at public schools. However, it is important to note that there are private sites that do not receive WCED support and the data is not comprehensive.

Table 2: Enrolment in grade R classes in Western Cape, 2001 to 2004

	2001	2002	2003	2004
Grade R community sites	16 000	18 000	20 000	25 000
Grade R classes at public schools	10 794	27 215	31 092	30 246

Table 3 provides data on growth in FTEs at FET colleges and total enrolled. Again data collection has not been systematic and these figures are approximate.

Table 3 Enrolment in FET colleges, 2000 to 2004

	2000	2001	2002	2003	2004
FTEs	15 698	16 638	17 098	16 955	17 500
Total enrolled	38 000	41 000	43 000	42 017	45 800

2.2 Drivers / Determinants

The number and category of learners are the main cost drivers in the allocation of the education department budget. Learners fall into six broad funding categories: grade R, primary school, high school, learners with special needs, FET college learners and learners at adult centers.

Except in the case of grade R and adult centres the funding consists of allocation of staff and the allocation of norms and standards funds. Grade R sites and adult centres receive norms and standards payments which are also used to pay teaching and administrative staff.

By far the greatest portion of the budget goes to the primary and high school system including schools for LSEN. In the schools system personnel are equitably allocated according to reported learner numbers. However, norms and standards funding is allocated according to poverty quintiles with the poorest quintile receiving seven times more than the wealthiest. It is important to note that the norms and standards allocation is only 6% of the total allocation to schools. This means that very little redress for poverty is provided for in the budget allocation of the WCED. This is cause for concern given that socio-economic background is the most pervasive determinant of learning outcomes. This has been overlaid with the inequitable allocation of plant and property in the apartheid era.

2.3 Current Policies, Delivery Patterns and Structures

The main policies for delivery are:

- The provision of high quality grade R to all five-year old learners in the province by 2010
- The compulsory provision of general education and training to all learners aged 6 to 15 in the province.
- The progressive provision of Further Education and Training to increasing numbers of learners in the 16 – 20 year category
- The provision of Adult Basic Education and Training to increasing numbers of learners

The above policies are delivered in 1470 public ordinary schools, 76 schools for learners with special needs; and 446 subsidized Grade R sites; six colleges with 35 satellite campuses and 112 Community Learning Centres.

Management, financial and curriculum support is provided to all the above education sites by seven district offices (Education Management and Development Centres) which are situated in Mitchell's Plain, Kuilsriver, Mowbray, Parow, George, Paarl and Worcester.

The policy development and planning functions as well as the communication, personnel and financial functions are located at a Head Office in Cape Town.

Table 4 below shows that an increasing percentage of learners with a Senior Certificate are not entering the labour market. This situation is likely to continue for at least five years unless decisive and targeted action is taken. Current employment rates suggest that less than half of Grade 12 school leavers access higher or further education or the labour market. This means that 10 000 to 15 000 young people leave the schooling system each year with little hope of further education or employment opportunities.

Table 4: Western Cape unemployment rates for 1995 and 2002 by education level

Education level	Western Cape	
	1995	2002
No schooling	13,7	18,7
Primary	22,4	29,3
< Senior Certificate	24,4	30,6
Senior Certificate	13,2	20,4
Tertiary	7,7	6,6

Source: Statistics South Africa

2.4 Participation and success rates in education and training

For the past five years there has been almost universal enrolment in Grade 1 in the Western Cape and universal participation is maintained in the primary school. In other words, the overwhelming majority of Western Cape children between the ages of seven and fourteen are enrolled in the education system at more or less the appropriate grade level.

However, Table 1 above shows a dramatic drop off in enrolment after Grade 8 and more recently Grade 10. Quantitative analysis of the Western Cape school enrolment figures by various researchers indicates that only 45 – 52% of learners who enroll in Grade 1 reach Grade 12. (Crouch, 2002; van Wyk, 2003).

As is the case with dropouts the school output data is heavily biased by race. This is shown in the results of the 2003 Senior Certificate. Those with exemptions and higher-grade passes are predominantly white with very few black higher-grade mathematics and science candidates.

Table 5: Results in Senior Certificate maths and science in 2003 by race

Exam	Black	Coloured	White	Indian + Asian	Total
Maths HG	220	853	2663	153 + 49	3 938
Maths SG	2338	4802	3733	168+29	11 070
Science HG	268	908	2516	154+46	3 892
Science SG	1747	2947	1246	60+25	6 025

In addition to the drop-outs there will be those who leave schools with a Senior Certificate who will not easily access employment. This could be in the order of 10 000 learners each year over the next five years.

The drop out and success rates at the Grade 12 level can be traced back to the first years of the schooling system. Table 5 shows that in a study of a representative sample of Grade 3 learners from all schools (over 30 000 learners) 37% were reading at Grade 3 level; 41% at grade 2 level; 12% at grade 1 level and 10% at below grade 1. In this same sample of children 37% children were found to be calculating at the grade 3 level; 11 % at grade 2 level; 37% at grade 1 level and 15% at below grade 1. The same worrying trends are shown in the grade 6 test results of 2003. These results are highly correlated with poverty and race.

Table 5: Results of reading and numeracy tests conducted with grade 3 learners in 2002 and grade 6 learners in 2003

	Below Gr 1	Grade 1	Grade 2	Grade 3	
Gr 3 numeracy	15	37	11	37	–
Gr 3 reading	10	12	41	37	–
	Below Gr 3	Grade 3	Grade 4	Grade 5	Grade 6
Gr 6 numeracy	60%	40%	29%	24%	15%
Gr 6 reading	18%	82%	67%	78%	35%

2.5 Sector Analysis: Social Capital in Education

The Western Cape provincial government has made the development of social capital one of its lead strategies, along with the development of human resources and economic development. It has taken on the role of a “developmental state”, which means it will actively intervene with programmes that are designed to improve the conditions of life of the people in the province. Spurred on by the national drive of the **People’s Contract**, which is aimed at creating work and fighting poverty, the provincial government launched its vision of a **“Home for All”** and its strategy of **iKapa Elihlumayo**.

Within this vision and strategic framework, the education system in the province has been strategically positioned to enable the people of the province to acquire the necessary knowledge, attitudes, values and skills that will enable them to take responsibility for the management and improvement of their lives and to participate actively in the social and economic institutions of the province. It is therefore necessary to take a careful look at this education system, and its potential to generate this high level of social capital and human resources.

In general, it is agreed that social capital refers to the networks in communities that enable it to take responsibility for, and to take leadership in projects that are designed to improve the conditions of the collective in that community. In

doing so, the community mobilizes and exploits the varied resources available to it to meet its identified objectives.

Probably the most important goal of any social capital project is that of building trust – trust between individuals, and trust between individuals and its social and political institutions. The motivation for the pursuit of high levels of social capital lies therein that "...communities with a good 'stock' of social capital are more likely to benefit from lower crime figures, better health, higher educational achievement, and better economic growth. There can also be a significant downside. Groups and organizations with high social capital have the means (and sometimes the motive) to work to exclude and subordinate others."²

We know that, in most of our affluent communities, certain types of social capital already exist. This is reflected in the involvement of individuals and families in varied community activities, structured and organized, as well as informal. State intervention is not necessarily required, except where the social capital shows negative tendencies, such as, for example where Neighbourhood Watch Committees take on racist expression. However, where the systems and the fabric within communities have broken down almost irretrievably, then government must intervene to help facilitate, grow and develop that social capital.

In this regard, therefore, it is imperative that, if government is to intervene in the development of social capital, it must ensure that it conducts a proper analysis of the conditions of its various communities before launching programmes for social capital development. This is imperative because an incorrect analysis of community conditions could lead to flawed intervention strategies that, in turn, could do more damage than good to the communities where we intend to bring relief.

While most literature identifies the levels of home ownership and race and ethnicity as powerful factors in the development of social capital, education (as the basis of human capital) is considered to be as important in generating social capital: "Education may be the most powerful tool the government can use." Glaeser argues further that, since it is through education that individuals acquire their social skills, it is as a result of the levels of educational qualifications that individuals will invest in voluntary and non-professional social institutions like churches, and that this is responsible for their future-orientation. The implications for government, therefore, lie in how it is prepared to structure and resource education.³

On another level, the World Bank argues that "... there is evidence that schools are more effective when parents and local citizens are actively involved. Teachers are more committed, students achieve higher test scores, and better use is made of school facilities in those communities where parents and citizens take an active interest in children's educational well-being".⁴

Eve Parts⁵ asserts further that "...social capital acts like a filter through which human and financial capital flow from the parent and the community to the child, producing better educational outcomes and thus helping to achieve better results in development."

It is in this context that we have to take a deeper look at the key elements in our education system, and evaluate to what extent they are able to contribute to the development of social and human capital in the province.

2.5.1 Schools as Catalysts for Change

Of the province's 1470 schools, more than a third are based in rural areas and on farms. Most of our schools accommodate the historically disadvantaged communities and are, generally speaking, poorly resourced, as pointed out above.

The school education system in the Western cape consists of historically advantaged and disadvantaged schools, reflecting different language and race compositions (see table below). A close look at this configuration will give a very clear idea, also, of the levels of disadvantage and inequity between the schools, and how this is linked to school performance.

² Smith, M.K. (2001) 'Social Capital', the encyclopaedia of informal education, www.infed.org/biblio/social_capital.htm

³ Edward L Glaeser, The Formation of Social Capital, Harvard University & NBER

⁴ The World Bank (1999) 'What is Social Capital?', PovertyNet

⁵ Eve Parts, Interrelationships between Human and Social Capital: Implications for Economic Development in Transition Economies, University of Tartu, 2003

DATASOURCE: ANNUAL SURVEY 2004

BAND	EX-DEPT	Black	Coloured	Indian/Asian	White	Other
FET	CED	1925	10357	432	20657	8163
	DET	43802	148	0	0	0
	HOD	8	313	310	0	630
	HOR	6960	76858	66	15	3762
GET	CED	7695	39488	1541	65615	16043
	DET	143919	1685	0	0	83
	HOD	104	801	915	1	1025
	HOR	39789	415928	601	103	11434
LSEN		Black	Coloured	Indian/Asian	White	Other
Lsen		2148	8964	127	2865	538

The ex Model C schools remain the most advantaged, reflecting easier access to cultural and financial capital, curriculum packages, small class sizes, and higher levels of learner achievement. Both the parent and educator communities try to protect the privileges that the previous system bestowed on them, and, in general, limit access to learners from disadvantaged areas. However, there are many examples of schools among this group that have embraced the concept of transformation, and are offering very good programmes. The general profiles of these schools are changing, with more disadvantaged learners getting access as a result of departmental intervention.

On the other hand, we have a large number of disadvantaged (African and coloured) schools where conditions are very challenging, specifically in relation to the environmental conditions (poverty, gangsterism, crime and drugs) and poor infrastructure (unattractive school design, poorly-maintained school grounds and facilities, overcrowding, etc). Many schools in the rural areas still bear the hallmarks of apartheid educational policies, as black high school learners are transported to different towns instead of attending the local (white) high school. There are a fairly high number of well-maintained and well-managed, high-performing schools among this group, despite the dismal environmental conditions under which they have to operate. This is due largely to strong and motivated school managers and School Governing Bodies.

In this regard, schools are seen to be places that:

- Exist within a larger social context of inequality, racism, urban decay and rural marginalization. While most schools will attempt to deal with the ravages that dysfunctional communities visit on the poor and the marginalized, they are unable to impact significantly on that community. Inevitably, the influence of society is replicated in, and dominates life inside the school;
- As Bowles and Gintis have argued⁶, schools are seen as holders of social class and status. They therefore reflect and perpetuate class distinction and serve to impose a distance between themselves and the school community. School officials are seen as treating pupils and parents of poor communities with disrespect and disdain, thus increasing the social distance between middle class teachers and working class parents. In this regard, schools serve as generators of negative social capital, and thereby deepen the marginalization of working class learners. If schools serve as institutions of social reproduction, then we cannot really expect them to be the points at which positive social capital can be generated and developed. In other words, if education systems (through schools) are designed to recreate the class stratifications that we find in capitalist societies, then they are also designed to undermine the social capital that can potentially flow from them.
- Along this same line, Stuart Hall⁷ depicts the school as a site of class struggle and part of the system of the hegemonic domination of the ruling classes over the subordinate dominated classes, where the "...divisions of parent, teacher and child, barely disguised antagonisms, are intrinsic to the apparatus itself ... the teachers, ... manage the problems of the system on behalf of, but without belonging to, the dominant classes."

There are a few good examples of schools that manage to deal with these challenging situations. These are schools where especially middle-class parents have decided to become involved in the development of their schools. The results show clearly: these are safe places where learners achieve well and participate actively in the school's formal and extra-mural activities;

⁶ Bowles, S. and H. Gintis 1976. *Schoolin in Capitalist America*. New York: Basic Books.

⁷ Stuart Hall, "Schooling, State and Society", in *Schooling and the national Interest*, Falmer Press, 1981

What is evident about most of the schools is that there are a range of outreach programmes that are coordinated either by the school itself, through the departmental Safer Schools Programme, or initiatives from various NGOs such as EMEP, EQUIP, the Amy Biehl Foundation, and others. More often than not, while these programmes register some success, the feeling is generally that the school finds itself swamped by the immensity of social problems in the community, leading to high levels of frustration and low morale among school leaders and teachers. Yet, there are some very positive and encouraging examples of positive social mobilization that have resulted in well managed and high-achieving schools in the poorest of conditions. Not all of these examples are in middle-class areas. Atlantis Secondary School, New Orleans Secondary School in Paarl and Hlengisa Primary in Nyanga are but a few examples.

Despite this, it is acknowledged that education, and schools in particular, remains one of the most powerful tools to generate social capital. As pointed out above, some of our poorest schools in this province have succeeded in promoting positive social capital. We need to determine why they are successful and consider the extent to which we can replicate those successes. It is essential therefore that the social environment in which schools find themselves, must be carefully analyzed and considered before any social capital strategies are launched within, and involving, schools. While these arguments are made in favour of the relationship between educational outcomes and social capital, there are also warnings that "...it focuses attention too firmly on the school as a vehicle for combating social disadvantage."⁸

More importantly, it is imperative that we do not conceive of schools and school communities, as either the panacea to all of society's ills, or as passive and neutral institutions that can automatically serve as catalysts for social capital formation. Each school has a social character of its own, and this must be taken account of before any strategy to develop social (or any other kind of) capital, is launched.

In looking at what needs to be done to develop social capital in the province, one must first take cognizance of other key factors⁹ that have an impact on and that can either limit or expand opportunities for successful social capital development. As pointed out above, these are 1) home ownership, 2) race and/or ethnic homogeneity/heterogeneity, and 3) levels of human capital. These factors, and their impact on schools and schooling need to be studied to determine how they can promote or impede our attempts at building human capital in the province.

Some of the more critical issues in schools that we have to tackle are those of school (teacher and learner) safety and security, the high drop out rate, and poor school (student) performance and achievement.

Many of our schools are plagued by the scourge of gangsterism, crime, violence and drugs despite the success of our Safer Schools Programme that is aimed at reducing truancy and providing schools with the tools to manage the security of teachers and students. The school can only deal with the situation inside the school, and cannot control its environment – this is primarily the responsibility of the law enforcement agencies. The departments of Education and Community Safety will therefore have to craft a strategy that will combat these problems effectively. In line with the Social Capital Formation Strategy, communities must be encouraged and enabled to contribute effectively to governmental activities to build healthy residential environments. This, together with programmes that promote access to the labour market and the economy, as well as to institutions of higher education, could also serve to address the problems of student drop out and achievement.

The school, therefore, remains the most important institution through which the social and human capital strategies can be realized. As such, it is a national resource that must be managed very carefully, and that means that there is a limit to the number of programmes and initiatives the schools can be expected to execute. These include the delivery of the curriculum programme (or intellectual development), the development of the physical and cultural skills of learners, and civic responsibility. In all of these, we must be careful not to overload the school with programmes and expectations. Instead, we need to list our basic imperatives and develop a menu of development options that schools could pursue as part of their Development Plans. We will have to make some very tough decisions about how we maximize the school as a provincial and national resource: ensuring access for all.

2.5.2 School Management and Governance

"Schools nationwide are grappling with serious problems ranging from random outbreaks of violence and crumbling facilities to staff shortfalls and chronically low academic expectations for students. But many people believe that a scarcity of capable education leaders ranks among the most severe of the problems. Without strong leaders, schools have little chance of meeting any other challenge."¹⁰

⁸ Richard W Race, *Review of Social Capital: Critical Perspectives*, Oxford, Keele University, August 2001

⁹ Edward L Glaeser, *The Formation of Social Capital*, Harvard University & NBER

¹⁰ *Re-inventing the Principalship*, Institute of Educational Leadership, 2000

Our analysis of school performance, based on matric results and various systemic evaluations (including the Grade 3 literacy and numeracy evaluations) gives a clear indication of the role that school management and governance plays in the growth and development of schools. While access to resources obviously makes the job of management easier, it is the leadership and management skills displayed by school managers that make the biggest difference. It is these skills that enable poorly resourced schools to rise above their conditions. It is an unfortunate fact that too many of our principals have not taken full advantage of their positions to make an impact on their schools' development trajectory. It is true that apartheid education, as well as campaigns against that system, have undermined the leadership role that principals can play in the development of excellence at school level. It is now essential that the leadership position of principals must be re-established and that they be given more powers of management.

Schools of the future will demand a lot more from principals, and our Human Capital Strategy will need principals who can provide leadership in various different forms (visionary, instructional and community leadership), in addition to being strong institutional managers. Many of our principals do not have these abilities, and it is therefore up to us to provide them with opportunities to acquire them. Among others, we shall have to ensure that, in the appointment of new principals, that we support the SGBs in making the correct choices when recommending the appointment of candidates; we must provide ongoing development programmes and on-site support in the form of coaching and mentoring; principals need to be recognized as part of the educational leadership capital of the province, and pulled in more often in the consideration of new policies and strategies; and finally (but not exclusively), while our evaluation and accountability of principals must be based on sound, fair processes, we must evaluate them and the schools they manage more frequently.

SGBs have become both an opportunity and a liability for the transformation project. It is quite clear that, in general, SGBs have too much power – in many instances this has ensured that schools have flourished and developed. In others it has led to corruption, resistance to change, and the further degradation of some schools. We will have to re-evaluate what functions will enhance our transformation possibilities and which will impede them, and act accordingly: on the one hand, provide increased support to those SGBs that pursue development and transformation, and on the other hand introduce legal means of enforcing transformation where this is being impeded.

2.5.3 Teachers and Teacher Development

"I heard a teacher describe his world as 'rushed, crunched, and isolated.' I'm tempted to add two others, 'distrusted' and 'undervalued.'" ¹¹

Over the last ten years, the education system has been inundated with new policies, and especially, a new curriculum system that was designed to transform education from its apartheid history into a more open and democratic system, where both the process of learning and teaching, and its outcomes, were designed to ensure greater participation of students and teachers in society. The teacher has always been seen as key to this transformation, and many assumptions were made about the capacity of teachers to accept their roles as agents of change. The fact is that the expectations of our teachers may have been too high: we expected them to understand instinctively what was wrong with society and what we needed to do to correct it; we expected that all teachers would have the necessary academic and professional skills to adopt their new role as policy analysts, mediators and implementers – with only very basic leadership, guidance and support from the department. In addition, while we expected them to redefine their professional roles, we also expected of them to continue to play their pastoral role (counselor, emotional supporters, etc.) in the school setup, while at the same time removing many controls (such as traditional methods of discipline) without introducing new and sustainable ones. We also expected of them to be community developers, to participate in programmes of community transformation and development.

These high expectations have left many teachers feeling overwhelmed, overloaded and with little confidence in their ability to deliver on quality education as they faced a daily barrage of criticism about their lack of commitment to the task of teaching.

It is true that there are many teachers who now see their task as simply a job, rather than a calling; teachers who are not prepared to commit themselves to coordinating quality educational encounters in the classroom every day; teachers who come to school unprepared or drunk; teachers who are chronic absentees or latecomers; teachers who show no respect for students and who, therefore, get none in return; teachers who are only interested in their monthly salary and who do the bare minimum to earn it, if at all. This is the minority who grab all the headlines. These are the ones we have to remove from our education system.

¹¹ John Merrow (2001), in *Redefining the Teacher as Leader*, Institute of Educational Leadership, 2001

In every one of our schools, we find mostly hard-working teachers who continue to play their traditional pastoral role without complaint; who continuously apply their minds to what the new education policies require of them; who voluntarily find ways of upgrading their skills through self-initiated research or formal study; who are prepared to share their experiences – both failures and successes, and who learn from this; who willingly participate in extra-mural activities and community events, without expecting additional remuneration. These are the teachers who have reason to complain, and who sometimes do, but mostly get on with the job. These are the teachers who make the system work, and who are responsible for the tremendous changes we have seen in our schools over the last ten years. These are the teachers that we should identify, cherish and support. If they fail, it would not be for want of trying, but primarily because our support of them has been lacking – perhaps because we have tended to spend too much time on the unproductive teachers.

Our interactions with teachers, school principals, higher education academics and teacher unions have made it clear that we need to take a very intensive look at how our teachers are recruited, trained and supported, both at pre-service and in-service levels. They are critical about the ability of universities to produce teachers who can handle their classroom duties confidently and successfully – the common refrain is that these newly-qualified teachers leave the higher education sector academically-strong, but professionally ill-equipped. To compound matters, we are told that the department has still not managed to develop a successful formula for in-service professional development: thus far, development programmes have tended to focus on orientation programmes for implementing the new curriculum, rather than on strategies for classroom and curriculum management.

If we expect our teachers to implement the Human Capital strategy from the school level, then we have to also design strategies that will provide them with the necessary support as well as retaining them in the system. While it is accepted that the Human Capital Strategy is about provincial and national growth and development, we are told that the most important means of achieving its objectives is to ensure that the classroom becomes the focal point of our professional development and support programmes. We need to review (on a national level) the current programme of pre-service teacher education, including the location of such training programmes. Although there are some very positive developments in the area of career-path development and incentives for teachers, it is clear, as examples elsewhere in the world show, that we must improve our teachers' salaries dramatically.

Teachers remain our most important asset, and our focus must therefore be on providing them with the necessary development support – emphasizing their curriculum role, and ensuring that their classroom activities become the major focus of their work. This has profound implications for our teacher employment decisions, our teacher development programmes, teacher activities, and the deployment and strategic utilization of our office based teacher support staff (curriculum advisors, circuit managers, etc.). In addition, we must ensure that, as a provincial government, we make teachers' conditions of work (environmental and institutional security) a major priority. Teacher unions, as well as governing bodies, and parents broadly, must contribute to this effort.

It is also worth noting that teachers must also take a lot more responsibility for their own development. If they are to become masters of their classrooms, then they need to arm themselves with the professional knowledge and skills that will enable them to do so. They cannot only depend on programmes and courses provided by the department: initiative and innovation only comes with a constant challenging of one's own knowledge and skills.

2.5.4 Parents

Internationally, schools are lamenting the increasingly diminishing role of parents in the education of their children. Not only are they shifting their responsibility for the moral and social development of their children, they are increasingly reducing their contributions to the intellectual development of their children. More alarming is that they are absolving themselves of their responsibility for the discipline of their children while at the same time they do not support the school's efforts at student behaviour programmes.

Clearly there are many reasons why many parents are unable to fulfill their parental responsibilities, such as their inability to understand new curriculum policies due to their own lack of education. The greater part of their responsibilities, however, does not require high levels of education. It is in the area of morality, values education and acceptable behaviour that they can best support their children. We therefore need an intensive campaign to restore acceptable standards of parental responsibilities.

2.5.5 The Youth

The Youth are the focus of this strategy for several reasons: they are in the education pipeline at various levels and can be provided with intensive education and training opportunities that will enhance their life and career choices; they are on the threshold of accessing either the labour market or the economy (as entrepreneurs) and as such must be presented with real opportunities for access into the labour market or the economy, failing which they could become a burden on the state and could contribute to generating instability.

Recent research¹² has shown that South Africa's youth (20 – 24 year-old category) are a lot more optimistic about the future of the country and believe that the country has the necessary determination to succeed. Many also express the view that the country is "alive with possibility" and appear to be committing themselves to the country's growth and development. This could mean that the youth are finding access to the labour market and the economy a lot easier than was the case a year ago, or that they understand that it will be easier in the near future. This is an important development and is information that we should utilize extensively in targeting the in-school youth, who will very likely pick up on the attitudes of this group of South African youth.

2.5.5.1 Students: Rights and Responsibilities

Given our apartheid past, during which we witnessed terrible instances of the abuse of the rights of our people, it is hardly surprising that through our very liberal Constitution and the Bill of Rights (including the Charter of Children's Rights), that we wish to protect our children from any possible abuse through the denial of their rights.

It is unfortunate, however, that we have focused too much on the rights of children in our schools, and through the introduction of liberal disciplinary processes and programmes, have unintentionally disempowered our educators. Apart from the more creative and innovative teachers, many are unable to manage the behaviour of learners in the classroom.

Students are increasingly showing signs of apathy, lack of ambition and poor discipline. Our schools are fast becoming replicas of those in developed countries (the UK, USA, Canada, Australia, New Zealand, etc.), where teachers have all but given up the fight for good discipline in their classrooms. A key question arises however: is the poor discipline a result of too much student freedom and rights, is it a case of poor guidelines and policy frameworks from the side of the department, or is it a case of teachers not understanding the policy – to the extent that, since corporal punishment has been outlawed, they believe that they have no other recourse? It is probably a combination of all these.

We need to make learners understand that, along with their rights, they have responsibilities too, and that their own rights include the responsibility of respecting those of other learners as well as those of teachers. Our policy guidelines, processes and procedures, as well as programmes for learner behaviour management needs to be a lot clearer than they are now – in fact we may want to consider introducing stronger disciplinary measures to deal with disruptive and unacceptable student behaviour in our schools. We need to ensure that students understand what their civic role in society is; that they become more ambitious and competitive; and, more importantly, they need to see and experience that a good education will deliver rewards, either in the form of continued study and qualification, or access to the labour market and the economy.

In the end however, teachers need to share their knowledge, experience and skills in this regard: there are many teachers in our system that actually manage very well, even in the most challenging situations. There is absolutely no reason why teachers should abandon their leadership role in the class and bemoan the loss of the cane in the classroom.

2.5.6 The Organized Teaching Profession

The organized teaching profession, in the form of teacher unions and principals' associations, has played a largely critical but constructive role in education in this province. It is imperative that we continue to build on this relationship, as these bodies will have an ongoing interest and responsibility in initiating and supporting the education transformation project. It is imperative also, that unions play a more interventionist and developmental role in relation to their members – this relates specifically to issues of educator discipline and professional development. Where possible, we should forge partnerships in this regard, but it is important that unions also take the lead.

¹² International Marketing Council of South Africa, June 2005

2.6 Sector Analysis: Modes of Delivery

The WCED delivers its education mandate through the following programmes. These also form the basis through which it will deliver the Human Capital Strategy. Some critics will argue that, in order to deliver on the urgent skills needs of the country the system should think “outside the box” and deliver “more innovatively”. These critics typically ignore several crucial issues, these being:

- The development of an education and training system is strategically-driven, and not given to meeting short-term economic or other demands. Obviously, it must include the capacity for specific knowledge and skills development, based on both short and long-term projections. Essentially, however, any education system is aimed at holistic national development, and must consider aspects other than the economy, such as social and cultural development. This is best produced in planned format, taking into account changing conditions, particularly the “just-in-time” knowledge needs of the information society;
- Any skills development and training programme must be based on a solid intellectual foundation. This means that critical knowledge systems such as mathematics, languages, etc. must be mastered in order to acquire certain technical skills. Intellectual mastery of our knowledge systems also make it possible for society to generate further developments, especially in the technological fields;

It should be possible, however, to evaluate which of our programmes are essential to jumpstart our development programme and that will enable us to leapfrog certain developmental stages. In this regard, it will be priority analyses that will determine which should be discarded and which emphasized. In this regard we will have to critically evaluate whether we should continue to provide ECD and ABET in the way that we do, and, in fact, whether we as government should deliver it. For example, if we argue that a strong general education is a prerequisite for the acquisition of further knowledge and/or skills, then the obvious question arises as to whether the current investment in ECD and ABET is/will deliver the required returns?

2.6.1 Early Childhood Development (ECD)

ECD is currently provided by the WCED, and the departments of Health and Social Services and Poverty Alleviation, as well as local government, through a variety of sites. Recent discussions between these delivery agents have led to the development of a single, integrated delivery strategy.

While recent (2004/5) research findings in the United Kingdom suggest that not all ECD programmes have the necessary beneficial impact, especially if it is started too soon, we are committed to expanding the sector in line with our stated goal of developing our human capital from as early an age as possible. This will enable us to deliver a curriculum of better quality, as well as being able to deepen our quality assurance initiatives on the one hand, and on the other, to ensure that mothers (families) take responsibility for the early socialization of their children.

We need to critically review our current delivery systems to ensure that they are both efficient and effective. As a province, we will be expanding the sector in 2006 – 2008 as part of the EPWP by establishing more learning sites, providing additional learning support materials, improving the conditions of the ECD practitioners, providing intensive training for approximately 900 practitioners at NQF levels 1 – 4, and reviewing the current curriculum.

2.6.2 Adult Basic Education and Training (ABET)

In the same vein, we should problematize the delivery of ABET. While ABET is a constitutional imperative, this does not mean that we have to deliver this service as we currently do. This sector must be transformed so that it will deliver programmes that will benefit those who have been excluded from the education system for various reasons. Among others, we should emphasize access to this service primarily for those who have been excluded from any form of formal, basic education, while also providing opportunities for repeat matriculants where practicable

During 2006, we will be conducting an intensive feasibility study into the delivery of ABET in the province. This study will consider, among others, the feasibility of establishing full-time ABET centres in targeted communities, reviewing the current curriculum and menu of courses provided at existing centres, consider the effectiveness of current delivery programmes, and make recommendations for the closer involvement of the ABET NGO sector in the delivery and management of ABET in the province. This study is long overdue, will ensure alignment of our programmes with the HCDS and the MEDS proposals, and will position ABET firmly as a key contributor to the development of skills in the province.

2.6.3 Education for Learners with Special Education Needs (ELSEN)

It goes without saying that this sector must continue to be supported, as the sector covers education for those with barriers to learning, as well as the conventionally known “gifted learners”. It is doubtful, however, whether resource allocation to this sector can be increased in the short term, but it is imperative that we do because the demand is great, and currently we are able to provide access only to a few. More important, perhaps, is the need for us to consider the establishment of more schools of skill, as these schools are able to accommodate those learners whose abilities only allow them the acquisition of skills such as metalworking, upholstery, etc. and with which they are able to access the labour market, and even the small business world in the form of enterprises in their chosen fields.

2.6.4 General Education and Training (GET)

As we have argued above, this sector forms the bedrock of our strategy, as we believe that a solid and high quality education here (focusing on communication and the sciences) will enable more students to access further education and training as well as/or the higher education sector. It is here, we believe, that our students will acquire not only the knowledge, skills and information to make confident life and career choices, but also the values and attitudes that will promote their participation in civic affairs and in the economy in general. This approach to our strategy suggests that this should become our major priority.

2.6.5 Further Education and Training (FET) – Schools

This sector is targeted for implementation of the NCS during 2005/06. This will involve not only the introduction of a new curriculum, but more importantly, the strategic element of **curriculum redress** – the introduction of extended and critical curriculum packages (focusing on mathematics, science and technology, and languages) that were previously limited for political reasons, lack of motivation or interest, and lack of resources. The department will intervene directly to ensure that communities choose packages that are designed to provide access to high-level knowledge and skills as well as the establishment of centres of excellence or Focus Schools, and in line with the economic growth projects made through the MEDS research. It is envisaged that this sector could become smaller, as more students will be directed into the FET College sector for needs- and ability-appropriate further education and qualification. This does not, however, signify any resource savings – in fact, it is envisaged that, initially at least, the setting up of this sector will require higher allocations in the form of infrastructure and equipment, teaching staff and teacher development programmes, etc.

2.6.6 Further Education and Training (FET) – Colleges

This sector is crucial to our development plans, especially in that it is designed to provide greater access to students (both through the development of appropriate courses and the availability of financial support). The sector has already delivered its strategic development plans and colleges have restructured their course offerings and have delivered new course curricula, based primarily on the research done for the MEDS. In addition, the re-capitalization funds, to be provided from the DoE, will assist in making the colleges more responsive to the development needs of the province as well as the economy. By working closely with the SETAs, the colleges are able to deliver on the learnership targets set by the Department of Labour on a national level. A crucial aspect of the development of this sector will be the establishment of a FET-C Information System that will enable us to accurately track the movement and efficiency of this system.

2.7 Sector Analysis: The Role of Higher Education in Human Resource Development in the Western Cape

As a result of our numerous consultations, the WCED has also had formal discussions with the Higher Education sector generally, and the Cape Higher Education Consortium (CHEC). In responding to our invitation to comment on and contribute to the Human Capital Strategy, CHEC submitted a substantial contribution, including some very valuable statistics. The full contribution can be found in the annexure. It is important to note, though, that the discussion with this sector is ongoing.

Below follows extracts of this document.

2.7.1 Higher Education and Development

It is universally acknowledged that education is a key factor in promoting growth and development, both through the provision of skills and through its impact on other social issues, such as health, nutrition, infant mortality, childhood poverty, etc. Education is thus a key supply-side factor in the development equation. Worldwide, it is now accepted that higher education plays an important role in human resource development, economic growth and social and economic development. Moreover, there is now widespread recognition of the role of higher education in regional development. It should come as no surprise, therefore, to see higher education featured in a regional or provincial human capital development strategy document.

What is new is the changing character of the world economy in which South Africa, and more specifically the Western Cape, must compete. Knowledge is supplanting physical capital as the source of present and future wealth. Technology is driving much of this process, with information technology, biotechnology, and other innovations leading to dramatic changes in the way we live and work. These developments constitute a major challenge to the development goals of both provincial government and regional higher education in the Western Cape.¹³

The Western Cape (WC) region is comparatively very well endowed with regard to higher education (HE) provision. Though concentrated in the Cape Town region, with limited provision in the rest of the province, its four institutions offer an extensive range of teaching and research programmes and outreach activities. In terms of the current restructuring of the system, the institutional landscape of the WC will be altered through the merging of the two Technikons to form the Cape Peninsula University of Technology, through the incorporation of dentistry into the University of the Western Cape, through the restructuring of undergraduate nursing, and through the stated national policy goal of regional collaboration and rationalization. This process provides the opportunity to gear the range of institutional programmes and offerings towards making an increasingly effective contribution towards the WC human resource development strategy, regional development and labour market requirements.

In strategic developmental terms, it is necessary to emphasise that for higher education to be able to play its part, there must be a strong school system as well as a strong post-secondary college sector. Strategically, education must be viewed systemically. Moreover, we must avoid a narrow, instrumental, skills based view of development that shoulders out a knowledge-based discourse upon which real development and innovation depend.

2.7.2 Overall Enrolment Patterns

In 2003¹⁴, there were just over 82 000 headcount enrolments in the 5 WC higher education institutions (HEIs), representing 11% of national enrolments). Of these, approximately 56 000 were in the three universities and a further 26 000 in the former technikons now merged to form the Cape Peninsula University of Technology.

2.7.3 Graduation rates by race

Regarding the efficiency with which graduates are produced, the data shows that the graduation rates¹⁵ of WC institutions were all above the national average of 15%. Both the universities (23%) and the former technikons (20%) performed well in this regard. However, this was skewed by race, with the graduation rate amongst white students in the WC (26%) outperforming that amongst Africans, coloured and Indian students (19% in each case). Nonetheless, WC graduation rates in all of the race groups were higher than the national averages of 19% for white students, 15% each for coloured and Indian students and 14% for African students.

¹³ *Higher Education in Developing Countries: Peril and Promise* (World Bank, 2000)

¹⁴ This data is based on HEMIS 2003. More recent (2004) data will soon be available from the national Department of Education.

¹⁵ In the absence of detailed cohort studies of students through the system, graduation rates provide a rough proxy to measure throughput efficiency. They are calculated by dividing the number of graduates by headcount enrolments of the same year. The rate is differentiated according to the length of the qualification and is affected by the number of new intakes, dropouts and the throughput rate, that is, time to complete the qualification. It should be noted that a 'perfect' graduation rate for a 3-year qualification would be 33%, assuming equal enrolments in each year, and not 100%. The *National Plan* provides benchmarks for the different qualifications levels derived from reviews of student cohort models over five years by which typical graduation rates in South African institutions were identified. The new funding framework has adapted the *National Plan* benchmarks.

2.7.4 Intake into Higher Education in the Western Cape

Crucial to the success of HE in the WC in fulfilling all its functions and in contributing effectively to the WC HRDS, is the improvement in the quality and quantity of the intake into HE from schooling. Of the approximately 38 000 Grade 12 candidates, 8 000 (20%) typically fail. Of the other 30 000, about 20 000 typically pass without exemption (68%) and 10 000 (32%) with exemption.

DoE analysis shows that of the 30 000 eligible to enter HE, a huge total of 21 000 (42% of candidates) do not and instead enter FET, private HE, the labour market or are unemployed. Therefore, only 10 000 Grade 12 (16%) typically enter HE each year. This is clearly not sufficient to fulfil the high-level HRD needs of the province.

2.7.5 Building a Partnership between the Province and regional Higher Education

The public higher education institutions (HEIs) in the Western Cape believe that the overall well-being of the Province is vitally dependent on the contribution of higher education to the social, cultural, political and economic development of its citizens, and of the region. The HEIs in the Western Cape have formed the Cape Higher Education Consortium (CHEC) to facilitate a collaborative approach to planning.

Given the legacy of the past, higher education and government, including provincial government, have little or no history of strategic collaboration at institutional and regional levels in the interests of development. As things stand, higher education is a *national* competence and traditionally HEIs have tended to see themselves as *national* not regional institutions. The time has come, however, for the HEIs, through CHEC, to build partnerships with local and provincial government in the interests of the development of the region.

CHEC institutions are committed to partnership with the provincial government to set mutually supported priorities and to find solutions to common problems. The CHEC Directors have asked institutional planners to develop a framework and model for setting educational priorities in the context of regional needs. We have recently established regular meetings with the WCED specifically to plan together on schools, FET colleges and teacher education, and look forward to extending our engagement more broadly to include other Provincial departments and the PDC.

2.8 International Experiences

The international situation provides us with sufficient motivation. It must be noted that the East Asian economic miracle is largely attributed, among other things, to the region's sustained levels of investment in human capital over a long period. A vast body of international literature is suggesting that an education miracle is behind the economic miracle (Haq and Haq cited by Tilak, 2002). Accordingly, economic development in East Asia is aptly described as human resource development. According to Tilak, investment in education that leads to the formation of human capital is recognized as an engine of economic growth. For example, after liberation, Korea made education accessible to all citizens, which contributed significantly to the increase in the supply of skilled and technical labour in the short run, and equitable income distribution in the long run. Our transformed FET and ABET sectors suggest therefore that there is merit in directing our energies there.

According to Tilak, the East Asian economies placed much emphasis on quality. They spent reasonably high amounts on textbooks and other teaching and learning materials, in addition to spending considerably on direct subsidies such as financial and nonfinancial incentives to students. Student-teacher ratios in primary schools are small in many economies ranging between 18 in Japan to 28 in Korea. Most of the economies in Asia region also assign high priority to high technology in education and training systems. Schools are given good technical equipment and also technical expertise, well-trained teachers, and so forth.

Another striking feature of the pattern of investment in human capital in East Asian Economies relates to the emphasis on vocational and technical education. Institutes of technical and vocational education feature prominently in Japan, Korea, Taiwan and Singapore. Finally, a very important feature of the development of education with the East Asian economies was the involvement of the private sector in higher education.

We can learn many lessons from the East. One factor relates to teacher training. Teacher training in ECD, GET, FET and ABET is an important area of intervention. For example, our investment in ECD involves expenditure totalling R73 923 000. There is no formal and sophisticated training programme for the practitioners. In GET huge sums of money

has been spent on orienting teachers the structure of the curriculum, political goals and symbols but scant respect for epistemology, philosophical underpinnings, varying methodologies and sound teacher training. Similar conclusions can be drawn about ABET and FET. The Human Capital Strategy will target the teachers and teacher training as a first line of response in our battle against poverty.

Much is made of the “miracle of the Celtic Tiger”, and many claims are made that the success of the Irish economic boom can be attributed to its highly educated population. In fact, the point is made that “Three decades of investment in education has increased the supply of skilled labour while reducing that of unskilled labour. Over the same period the demand for labour has changed, with a substantial increase in demand for skilled and a fall in demand for unskilled labour. Barrett, Callan and Nolan (1997), analyzing micro-data on earnings, show that the returns to education increased between 1987 and 1994, particularly the premium paid for third level qualifications, suggesting that the demand for skilled labour increased over that period. Bradley et al conclude that the growth in the stock of human capital peaked in the first half of the 1990s and that at this point investment in human capital was contributing to over 0.6 percentage points to the annual growth rate. They also examine comparative data showing that unit labour costs in the computer sector are lower in Ireland than in most other EU countries, suggesting “that skilled labour is relatively cheap in Ireland, and that this is a factor in attracting major investment in the high technology sector to Ireland.” (1997: 52).” The claim that cannot be substantiated, is that the investments in human capital 30 years prior to the economic boom, was made in anticipation of that economic growth, especially since the reasons for the economic growth go far beyond simply education alone. A similar pattern can be found in modern China: while it is true that Chinese education is focused on high levels of investment and achievement in mathematics and science, it cannot be said that Chinese educational institutions and their curriculum is geared towards the demands of the economy or the labour market. In then end, it may be that policies like cheap labour, together with high educational achievements have coalesced to produce a high level of economic growth.

Within the Western Cape, International and national government policy has highlighted and emphasized the need to move in this direction. What does this mean for the Western Cape Education Department? Are we delivering the kind of educational experience or appropriately equipped individuals to the development of a competitive knowledge-based economy and society? How have we changed our organization, structures and practices to advance the human capital strategy? Have we defined a new role for schools in building and servicing a knowledge-based society?

3. Human Capital and the WCED

It goes without saying that the Human Capital Strategy forms the basis of all work that the WCED has to execute. More importantly however, is the acknowledgement and commitment of the Department to position and orientate itself such that it can give maximum effect to the realization of the provincial vision of a *Home for All* and the *iKapa Strategy*. It must recognize that its strategy, programme, and activities stretches well beyond political terms of office; that it must achieve some key, short term gains that will promote its long-term programme; more importantly, this strategy must be embedded into the consciousness of the people of this province so that this, and subsequent governments may be measured against its delivery to its people.

The WCED has three key roles to play in the Human Capital Strategy. First, the WCED will be responsible for **developing, consulting on, tracking and reporting progress on the Human Capital Strategy (HCS)**. Second, the WCED has a significant role to play as a **provider of education and training opportunities**. Third, the WCED employs over 30 000 staff. Therefore the WCED has a role as **employer** of persons who are directly or indirectly responsible for human resource development at schools, FET colleges, ECD sites and adult community centres.

3.1 The WCED as a Learning Organization

The development of human capital in the province doesn’t apply only to the development of the youth who are in their formative years. It also applies to the organization as a whole and the growth and development of the internal knowledge and future capacity of the organization. The development of our organizational capital, starting with the envisaged re-engineering process, is therefore closely tied up with the human capital strategy itself.

The WCED comprises the Provincial Ministry of Education, headed by a Member of the Executive Council (MEC) and the Provincial Head office. The provincial head office is subdivided into three branches namely Corporate Services, Operational Education Management, and Education Planning and Development. In a bid to bring management and development support closer to schools, Education Management and Development Centres (EMDCs) have been

established in the seven districts in the province of which three are in the rural areas.

WCED has a total of 9,361 public servants posts of which 8,343 are filled (see annexure). In addition, it employs 28,000 educators in various institutions making it the largest government department in the province. With an organization of this size the demands for effective and efficient service delivery constantly increases while the in-service development of educators in response to new and rapid developments in education, knowledge management and methodology, are critical. At present the policy process is seen as disparate and uncoordinated within the department and the decentralized approach to service delivery through the EMDCs requires focus and capacitation.

The WCED has defined itself as a learning organization with a predominant focus on service delivery excellence over the next ten years. As a learning organization, WCED will undergo a constant process of self critique and renewal through focusing on organizational efficiency, strengthening and focusing district capacity, reinforcing school effectiveness and driving support strategies to address various aspects of quality education in schools.

3.2 WCED as Developer of the Human Capital Strategy

The government of the Western Cape has tasked the WCED with developing the province's HCS. This HCS will serve as the framework for all human resource development in the province for the next ten years, and beyond. It is envisaged that all government departments, public education and training institutions, donors and social responsibility programmes will use this framework as the basis for developing their own human resource and training plans, both through populating the envisaged HC Information System with its analysis and projects of future line-specific HC needs, and by slotting into and supporting, specific educational and/or vocational training programmes in our schools and FET Colleges. At the same time, the process of continuous consultation with organized labour, organized business, and civil society on the Strategy will lead to an agreed approach to human resource development by the social partners in the province.

The HCS will therefore not only be a key mechanism for planning and delivery for the WCED. It will also provide government with a mechanism to:

- Consult and raise issues inside and outside government relating to human resource development;
- Mobilize resources and
- Monitor progress on human resource development in the province.

3.3 WCED as Provider of HRD Opportunities

As provider of education, the WCED is responsible for ensuring the foundation of most human resource development through the General Education of all learners of compulsory school-going age. The WCED will actively seek to address the inequities of the past through its funding of the GET band and its special interventions.

The WCED will also provide education and training programmes for citizens beyond compulsory school-going age who have had no or little schooling. The focus of this community-based learning will be on the youth, women and those in rural areas.

The WCED will also provide Further Education and Training opportunities progressively as funds become available. In this band the emphasis will be on expanding specialized learning opportunities so that young people may participate in higher education or the labour market with dignity and pride.

Finally, the WCED will provide all parents of young children (0 –12) and those working with parents of young children with a simple checklist of how to provide an enriched home environment that promotes cognitive development.

3.4 WCED as Employer

As employer the WCED has to ensure that public servants and teachers have the skills, knowledge and values to deliver and support high quality education and training in the province. In addition, teachers, lecturers and managers of education institutions have a substantial role to play in the development of human resources and social capital in the province. Collectively they impact on the lives of over 1 million young people on a daily basis. Their influence on the future of the province cannot be over-stated. The education corps works with human capital at a very receptive phase and teachers are aptly defined as "in loco parentis". Teachers/educators must be role models for their learners.

In so doing, they will develop a culture of human rights, mutual respect, and an ethos of honest hard work which in turn serve and develop the province.

The WCED will use the Workplace Skills Fund and performance contracts to address the skills and knowledge of teachers as well as their role in the promotion of social capital. The WCED Human Resource Development Directorate has completed an audit of education and training needs with a view to developing Workplace Skills Plans for the next five years.

In respect of teachers and school managers the WCED has established the Cape Teaching Institute to provide extended opportunities (as opposed to short workshops) to develop these key employees. Over 150 persons can be accommodated at the Institute at any one time. The impact of this training intervention is measured through carefully designed research. The WCED also works closely with the tertiary institutions based in the province to design pre-service and in-service training courses.

3.5 The Link between Human Capital and Social Capital

The link between social capital and human capital has been acknowledged in that it is believed that higher levels of education also equates to higher levels of trust and willingness on the part of communities to invest in their social surroundings. Given that education is responsible for the development of social skills, it is believed that the higher the levels of education, the more sophisticated people are in negotiating the complex world of social interaction. The province's lead strategy of human capital development focuses on all phases of education, from early childhood through general and further education, adult basic education and higher education. The Human Capital Development Strategy has as its overarching goal the development of the necessary knowledge, values, attitudes and skills that will enable our people to make informed career and life choices, thereby equipping them to take responsibility for their own lives and its continuous improvement within a community context. The development of social capital therefore, forms a critical part of our Human Capital Strategy

3.6 Promoting the Formation of Social Capital through Schools

The question is easier posed than answered. Apart from the examples mentioned above, there are literally hundreds of individual initiatives in place at almost every single school and through every district office. What is important, though, is that these different initiatives must be documented and their impact measured in a scientifically reliable way.

The WCED already has a range of programmes in place that can contribute to the development of social capital. At the time when they were introduced, the programmes were not overtly considered as social capital programmes, and neither did they have in mind the achievement of specific, overt social capital outcomes and outputs. Given the attention that the concept is now receiving, and within the context of a provincial lead strategy, it is now imperative that the projects be reviewed to specifically focus on the achievement of social capital outputs and outcomes, and to introduce more rigorous monitoring mechanisms to track their impact on the communities where they are operative.

These programmes include, among others:

- The WCED Racial Integration Strategy
- The Values in Education Project
- The Provincial Teacher Awards
- The Safer Schools Project
- The Tirisano Schools Choir Competition
- HIV & AIDS Programmes
- Learner Support Units at FET Colleges
- The History Project

As a means of giving impetus to the process of developing social capital through education, the WCED will launch the following programmes that are designed to create a platform for social networking and leadership development:

- promoting the establishment of a provincial School Governing Body (SGB) formation, bringing together the various SGB structures in the Western Cape. This will provide these structures the opportunities to engage with education policy and to launch projects and programmes that can improve the quality of education governance and education in general;
- promoting the establishment of a provincial Representative Council of Learners (RCLs) to facilitate the interaction of school youth in education policy and educational projects, but more importantly, to encourage their participation in leadership development initiatives and community development programmes;
- promoting the establishment of a Retired Teachers' Association with the express objective of giving retired teachers the opportunity to become involved in education development initiatives in school and within the community.
- Establishing local education forums, to deal with the implementation of education provisioning plans for each municipality and sub-council, and to build social capital at local levels.

4. Gap Analysis

Keeping in mind the issues raised in the environmental analysis above, it should be noted that there has been considerable improvement in the education levels of the citizens of the Western Cape in the period 1994 to 2004. This is shown in participation and completion rates in schools, ECD centres, FET colleges and Community Learning Centres. Of special significance is the fact that for the past five years there has been almost universal primary school enrolment. In other words, the overwhelming majority of Western Cape children between the ages of seven and fourteen are enrolled in the education system at more or less the appropriate grade level.

- Despite this impressive progress large numbers of people living in the Western Cape have not had access to education at the level required for dignified participation in the civic, political and economic life of the province. For example, Table 5 shows that less than a quarter of the Western Cape population has a Senior Certificate. Detailed analysis of the figures provided in Table 5 indicates that the opportunities to learn have been heavily biased towards white, and to a lesser extent, the coloured population. In this way the Western Cape has not been a Home for All.

Table 5: Percentage of population at various levels of schooling 1996 and 2001

	2001
No schooling	5,7%
Some primary	15,2%
Completed primary	7,9%
Some secondary	36,5%
Grade 12	23,4%
Higher	11,2%

Source: Statistics South Africa Census 1996 and 2001

Implications: Our HCS must, as a point of departure, focus its attention on the historically-disadvantaged sectors of our society. Our resource allocation (financial, human, physical, time, support) trends must reflect a bias towards black youth. A key focus must be on ensuring a more efficient throughput rate: matching the universal exit levels with universal access levels.

- Current enrolment figures for public ordinary schools suggest that the worrying situation described above will not change substantially in the foreseeable future. The enrolment figures for the period 1999 - 2004 show that only 50% of learners that enrolled in Grade 1 reach Grade 12 (see Figure 1). The drop out rate in schools is also highly correlated with race. While enrolment in school up to the age of 17 is almost 100% amongst whites, enrolment is lower among Africans and even lower among coloured adolescents. (Seekings, 2003 and WCED EMIS).

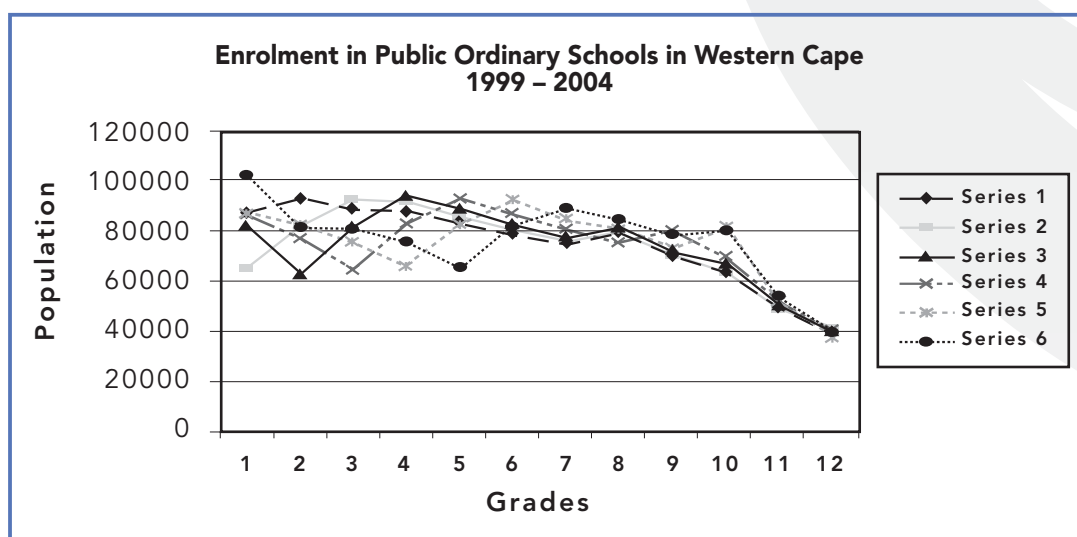


Figure 1

- As is the case with dropouts the school *output* data is heavily biased by race. This is shown in the results of the 2004 Senior Certificate. The number of exemptions and higher-grade passes are predominantly white with very few black higher-grade mathematics and science candidates.

Implications: The obvious, and stated objective flowing from this statistic, is that we must ensure that we *retain our learner numbers* throughout their schooling career, or at least until Grade 9, from which point we could facilitate their further education through our FET Colleges. It also means that we need to ensure that we are able to track, monitor and intervene in our learners learning life when called upon to do so, including the introduction of a high-impact *truancy prevention* programme. Our *Learner Tracking System* will enable this. The financial implications of a successful learner retention strategy is clearly that, for the FET sector in particular, we can expect that resource needs (educators, Norms and Standards funding, physical facilities) could double. This will require sophisticated *financial and planning modeling*, a capacity that the WCED does not at present possess, but may be able to source in. A learner retention strategy will also require that our schools function more effectively and that the quality of the education that they provide, must improve progressively and speedily. Our *Effective Schools Strategy*, targeting poorly-performing high schools, and struggling primary schools, will focus on this. In particular, the strategy will look at the issue of *educator and management commitment* (punctuality, work ethic, disciplinary trends, etc) with a view to providing both support and swift disciplinary action where required. The process has started with School Performance Reviews with those schools that posted a matric pass rate of less than 60%. Of crucial importance, however, is the need for intensive *leadership and management development* programmes, *alternative teacher supply* and development programmes, *classroom and curriculum management* skills development, and *focused developmental support* to the most needy teachers. Many of our schools struggle to cope due to a dire lack of resources and the inefficient utilization of allocated resources. We expect that the DoE will introduce a *pro-poor norms and standards funding model* in 2006. While the concept is commendable, we will have to continue the engagement at the national level to ensure that the policy's foreseeable and unintended consequences does not cripple the WCED's budget, thereby disabling it from delivering on its mandate of education delivery in the province. It is imperative, however, that we provide *resource management development programmes* as well as *stringent guidelines* for the efficient utilization of allocated resources.

Table 6: Results in Senior Certificate maths and science in 2003 by race

Exam	Black	Coloured	White	Indian + Asian	Total
Maths HG	220	853	2663	153 + 49	3 938
Maths SG	2338	4802	3733	168 + 29	11 070
Science HG	268	908	2516	154 + 46	3 892
Science SG	1747	2947	1246	60 + 25	6 025

It is clear from the table above that our students' uptake of, and performance in, the critical subjects like mathematics, science and technology, is alarmingly inadequate.

Implications: The Human Capital Strategy must of necessity focus much of its delivery strategy on *widening the base of learners* who take mathematics, science and technology (MST) throughout their school careers, and simultaneously to improve dramatically the *performance and achievement* of learners in these subject areas. Some proposals in this regard include the suggestion that, for the remainder of the Senior Certificate curriculum all learners in Grades 10 – 12 should be *compelled to offer these subjects* on the Higher Grade. While there may be some legal problems in this respect, it should be emphasized that the WCED intends scrutinizing very carefully, the curriculum packages of all learners in these target grades and will, with consultation with parents, amend these curriculum packages where necessary, in line with our need for growing the base of MST. Together with this, of course, we will have to introduce a *strong curriculum support system* to ensure high rates of achievement and success, as well as possible financial support to those students who pass well enough to access higher education. Our MST Strategy clearly outlines our programmes and interventions in this regard, and these include expanding the number of **Dinaledi** schools; establishing *Focus Schools* (schools of excellence) for among others, MST, sports, business, ICT, arts and culture, etc. in each district; launching a *curriculum redress* programme with the introduction of the FET NCS in 2005/06.

In addition to those who drop out of the system there will be those who leave schools with a Senior Certificate who will not easily access employment. This could be in the order of 10 000 learners each year over the next five years.

Implications: it is imperative that these students are provided with access to the labour market, or the economy broadly. Part of the strategy is aimed at *increasing access to the FET College sector* through the provision of *bursary loans* and the introduction of a wider range of courses and qualifications, as well as *entrepreneurship development*. However, it is through the MEDS that real opportunities must be created for qualified students to be accommodated within the economic system, including the labour market.

- Recent studies conducted in the Western Cape indicate that the race-based throughput and output in the school system can be traced to the early years of the school system. The results of reading and mathematics tests conducted at the grade 3 and grade 6 levels indicate that the vast majority of learners from low income homes are achieving two to three years below expectation on the national curriculum. Table 5 shows that in a study of a representative sample of Grade 3 learners from all schools (over 30 000 learners) 37% were reading at Grade 3 level; 41% at grade 2 level; 12% at grade 1 level and 10% at below grade 1. In this same sample of children 37% children were found to be calculating at the grade 3 level; 11 % at grade 2 level; 37% at grade 1 level and 15% at below grade 1. The same worrying trends are shown in the grade 6 test results of 2003. These results are highly correlated with poverty and race.

Table 7: Results of reading and numeracy tests conducted with grade 3 learners in 2002 and grade 6 learners in 2003

	Below Gr 1	Grade 1	Grade 2	Grade 3	
Gr 3 numeracy	15	37	11	37	–
Gr 3 reading	10	12	41	37	–
	Below Gr 3	Grade 3	Grade 4	Grade 5	Grade 6
Gr 6 numeracy	60%	40%	29%	24%	15%
Gr 6 reading	18%	82%	67%	78%	35%

Implications: We must initiate and sustain an intensive programme of *literacy and numeracy development* in the GET sector, with a particular bias towards poor and black schools. Our current Literacy and Numeracy Strategy will be carefully monitored annually for progress and possible amendment.

5. Linkages with other Role Players

The WCED has taken the lead in developing, implementing and monitoring the province's Human Capital Strategy. However, the magnitude of the task requires that all government departments, at provincial and local government level, support and contribute to the implementation of the HCS. In addition, the social partners, namely organized business, organized labour and civil society, through the Provincial Development Council, have a key role to play in shaping and implementing the HCS.

5.1 Transversal Initiatives

All the social partners should promote the concept that education has the potential to improve social conditions and mobility. The province has a rich tradition of class mobility through education and a message of hope - that high levels of education can increase opportunities – must be asserted.

In practical terms this means that:

- All the citizens of the province take collective responsibility for ensuring that places of education, educators and learners are treated with care and respect and that learning is valued and celebrated.
- Government provides the socio-political context for asserting the moral imperative of high quality education for all.
- That all those responsible for education and training are held accountable for providing the best opportunities possible to all learners. Teachers, lecturers, caregivers and managers have the future of the province in their hands.

We expect from sister departments (in particular) that they contribute to the process of Human Capital Development by:

- Drafting a **department-specific HRD strategy**: one that identifies human capital needs for its own portfolio, based on research or intensive analysis of the human resource capacity they will require over the next 10 – 20 years – e.g. Transport and Public Works needs to analyze its human resource needs to implement the SIP strategy (including 2010 World Cup infrastructure needs: architects, engineers, builders, welders, etc., and by when it will need them. The department must look at what levels of qualification will be required, and must also plan for the financial support for prospective students either at FET Colleges or Higher Education Institutions (HEIs) in this regard. This information will be crucial, both for inclusion in our careers information, which must be updated continuously, and will enable the Human Capital Project Team to develop the necessary management and strategic operational plans for the implementation of the strategy;
- Identifying areas and individuals for **learnerships and internships**: these can then be fed through to our FET Colleges where these individuals can either slot into existing programmes, or where new programmes, tailored to the analysis and needs of existing departments can be developed and implemented;
- All government departments must ensure that their employees are equipped with the knowledge, skills and values required to undertake the responsibilities of a responsive and responsible government. Each government department must therefore complete an audit of skills needs. This audit must be used to develop a **HRD strategy for each government department**. The WCED and the provincial Human Resource Development Department in the Office of the Premier will take responsibility for providing advice on the most appropriate education and training opportunities available. Our project team will include these in the provincial database and monitor progress.
- Identify and list areas of potential collaboration for inclusion in the strategy. This process can unlock substantial amounts of resources that can enhance both the extent and quality of the programmes we are able to provide. An example could be the use of school buildings for certain government functions or activities, etc.
- All government departments must take **collective responsibility for the safety and care of children of school-going age** and act and intervene if young learners are seen off school property and unsupervised during school hours. The WCED has a toll free number to report such incidents so that they can be swiftly and effectively dealt with.
- Over the next five years there is likely to be an increase in unemployed youth especially among those with a Senior Certificate. In this period at least 10 000 – 15 000 young people will leave the education system per annum and will not be able to access further education or work opportunities. Extraordinary measures will be needed to **address the problem of unemployed youth**. All government departments will need to consider how they may assist with this looming problem through special projects (e.g. the Expanded Works Programme, Soccer World Cup 2010 or providing bursaries, learnerships or exposure to short work opportunities).

5.1.1 Role of Provincial Government Departments

The iKapa Strategy emphasizes the need for the various provincial government departments to work across sectors and on the basis of integrated plans and resources to deliver more effectively on the various strategies. As pointed out above, each department must develop its own response to the human capital strategy in relation to its own future needs within its line function, e.g. the **Department of Health** will analyse its future medical staff needs and must, in concert with the WCED and the educational institutions in the province, develop a response to it. The best example of this is the approach followed by the **Department of Transport and Public Works**, where an analysis has been made of the future infrastructure development skills it will require, and making available approximately 300 bursaries for various areas of study within this industry.

Most departments are involved in either supporting the micro-economic development strategy (MEDS) that is being driven by the **Department of Economic Development** or in the Social Capital Formation Strategy, being driven by the Department of **Social Services and Poverty Alleviation**. Readers should consult the specific strategies of these departments to get a sense of the strategic impact that their strategies will have on the development of human capital in the province. The transversal activities will be reflected in the attached operational strategies.

5.1.2 Public Private Partnerships

Through the Western Cape Education Foundation (WCEF), the WCED has been able to promote and coordinate the involvement of various private sector corporate social investment initiatives in educational development, from the provision of classrooms, school and learning equipment, as well as management and teacher development programmes, all designed to promote the development and delivery of quality education in disadvantaged schools in particular. The strategic direction that we will be taking with these entities, is one that is focused on developing human capacity, rather than the simple provision of equipment and support, and will be directed in line with the Human Capital Strategy goals and targeted outputs.

These organizations include:

- The **National Business Initiative** (NBI) who is key in coordinating various business structures and a key figure in delivery of the Education Quality Improvement Programme (EQUIP) in our schools. Focused on school management development, this initiative should strengthen our work in developing effective schools;
- **READ** and the **CLE** are organizations dedicated to developing an effective reading culture in our schools. This will boost our own literacy strategy.
- The **Amy Biehl Foundation** assists primarily with the development of school community involvement in school initiatives. An interesting programme is the coordination of unemployed parents as reading assistants in targeted schools;
- **Go for Gold** is a structure created by the construction industry, together with the construction industry SETA. It identifies interested and committed learners who would like to continue their studies or exposure in the construction industry, and provides after-school enrichment programmes, bursaries for further study as well as moral and other support for the duration of the study period, and also coordinates the setting up of learnerships in this industry;
- **The Extra-mural Education Project** (EMEP) develops and provides programmes for extra-mural activity for learners in schools in disadvantaged communities; (see Annexure E).
- **The Shuttleworth Foundation** provides computer laboratories (TUX labs), technical support and training within an Open Source platform, specifically to disadvantaged schools.

6. Lines of Response

This section summarizes the principles on which the strategy is based and the key interventions that will determine the success or otherwise of the strategy. The information provided here includes the broad strokes of the strategy and sub-strategies. While there is also an outputs grid included in the annexures, it must be noted that a detailed operational and management plan must still be developed. This will be the task of the HC Implementation Project Team.

It should be noted that this is a broad strategy, not an operational plan. It plots our strategic direction for the next ten to fifteen years. For each of the sub-strategies identified herein, a full operational and management plan will be developed.

6.1 Systemic Strategic Focus

Based on inputs received, the following were identified for inclusion in the strategy. These sub-strategies will run parallel to the key programme strategies.

6.1.1 Implementation Focus

This strategy will mean nothing if we are unable to implement it successfully. It is imperative, therefore, that we ensure that we acquire and develop a strategic orientation amongst all levels of managers in the system – from the schools to our offices; that we prioritize carefully our programmes and activities carefully, with clear, realistic targets that we can achieve cumulatively; that we benchmark our targets and monitor them regularly and hold the responsible managers directly accountable for its achievement.

6.1.2 Focus on Youth

The Human Capital Strategy is focused on the Youth, and black youth in particular, to ensure that they have access to better education, skills and access to a better life. The following are areas that need emphasis:

- Youth Optimism Campaign: based on the results of the International marketing Company of South Africa, we need to build on the confidence that 20 – 24 year old are displaying in the future of the country
- Student Management Programme: our in-school youth are displaying alarming signs of apathy and bad behaviour. Besides addressing issues of morality and values, we also need to monitor the progress of our students so that we may intervene whenever they experience difficulties; additionally, it is about keeping an accurate database for monitoring, evaluation and research purposes. This programme should address the following:
 - Rights and responsibilities campaign (civic education)
 - behaviour management and discipline
 - learner tracking
 - school attendance monitoring (truancy)
 - learner retention
 - learner counselling and support
- Entrepreneurship development
- Creating real opportunities of access to quality education, access into the economy, and/or access to Further and Higher Education

6.1.3 Transformation Principles

The HC Strategy must, of necessity, be based on the principles of transformation, access, redress and equity. While these are concepts that have been bandied about in the last ten years, few have really paid attention to what it means in practice. Since the advent of the new government in the Western Cape, these principles have been revived in the minds of those who have been denied the opportunity of working towards changing the Western Cape in the first eight years of our democracy.

Transformation: In essence, this is taken to mean the complete change of organizational complexion and capacity, and delivery mechanisms in favour of, and in the interests of the disadvantaged.

Access: Here is meant not only access to quality government services and institutions, but more importantly, access to a better life. As a start, however, we need to ensure that in our service to our communities, we uphold and promote the principles of *Batho Pele* with a view to building trust in government and its programmes. On a more practical level, it is essential that we promote very strongly, access to state institutions. Our schools are learning institutions for all our people, not only those of a specific race, culture, language, or class group. If necessary, we must use the legislative and judicial processes to ensure access.

Equity and Redress: concepts that are rather elusive in certain contexts, but in our case, referring in general to the creation and facilitation of opportunities for participation in and sharing of the economy of the province; to funding models that will advance the promotion of quality education in our disadvantaged communities; to the introduction of curriculum packages that will enable access not only to higher education, but to high level employment opportunities for all our people, but particularly for the disadvantaged.

It should be acknowledged that analysis of these important principles is underdeveloped, and given the wide range of issues to be covered in this regard, we would like to consult further with relevant stakeholders to ensure consensus and coherence in a future transformation project. Among others, we will:

- organize a transformation conference/seminar
- fast-track the curriculum redress programme
- focus on access to schools for our learners through a revised admissions strategy

6.1.4 Monitoring, Measurement and Evaluation

It is crucial that we monitor and evaluate the strategy and its implementation closely. Besides the monitoring structures to be created, we will focus specifically on:

- monitoring of provincial departments' Human Resource Development Strategies
- generation of annual reports focusing on progress in the implementation of the strategy. This will include reports on access to employment, achievement of qualifications at various levels of the system, number of jobs created, employment statistics among the youth, access to small business and enterprises among the youth, etc;

6.1.5 School Effectiveness

The success of the strategy lies in the extent to which our schools will be able to take up the challenges of the strategy and to deliver effectively on them. Among others, we shall have to:

- Build stability and predictability into the system: schools, managers, teachers, parents and learners must know what our plans are and what is expected of them. We cannot continue to load the school with different projects and programmes that have not been planned for well in advance and for which they may not have the resources, capacity or time;
- Design a menu of development options (within the HC Strategic Framework) for inclusion in school improvement plans (SIP);
- Design and implement focused school management and development programmes;
- Design, implement and monitor a leadership and management course for all principals
- Launch a parent responsibilities campaign
- Design and implement a schools resources and efficiency management programme
- Implement the curriculum redress strategy
- Audit schools' social capital activities and record and share best practice
- Review and implement the school safety strategy in concert with the department of Community safety

6.1.6 Teacher Supply and Development

The question of teacher supply, utilization and development was a critical issue in almost all of the consultations. Not only was it recognized that teachers remained our most important resource, but that we have to find ways of ensuring that we grow and retain this resource, and more importantly, develop ways to maximize on and improve the current capacity and skills that our teachers possess. We will therefore focus on:

- Analysis of recent HSRC research into the state of teachers in the province as a means of informing our teacher development strategies. In particular, we will consider the future impact that HIV and AIDS will have on the system;
- Initiate a capacity and skills audit among our teachers, focusing on qualifications, experience and special abilities so that we may launch focused development programmes (as part of the Workplace Skills Plan) and deploy these resources more effectively
- Conduct research into alternative and accelerated forms of teachers supply and distribution, and promote policy discussion on these matters at a national level;
- Initiate, together with teacher unions, a teacher discipline programme that will have as its objective the restoration of the image of the teaching profession; identifying unproductive and ill-disciplined teachers and presenting them with options of rehabilitation or exit from the system;
- Designing a teacher support strategy, focused on assisting and supporting teachers in classroom strategies and management;
- Designing a provincially-based teacher incentive programme;

6.1.7 The Western Cape Education Department (WCED) as a Learning Organization

- The WCED as a learning organization will constantly reflect on and build its organizational efficiency, school effectiveness and support strategies to achieve service delivery and administrative excellence
- Building organizational efficiency through the improvement of efficiency and response times to administrative support services to schools, and increasing the rate at which schools become section 21 institutions.
- Re-designing and strengthening the districts through the re-engineering process to enable them to drive the imperative of learning and teaching in the classroom and offering professional support in this regard. This district-school interface will depend on focused services and support, based on accurate, up to date and accessible management information. Service delivery improvement plans will be mainstreamed as the instruments for monitoring agreed service standards and targets;
- Introducing and prioritizing strong quality assurance and accountability systems at all levels of the organization, using a number of evaluation instruments and reporting mechanisms, as a means of deepening accountability and effectiveness
- The support strategies will include the creative use of public private partnerships, especially the many NGOs offering innovative services. HIV/AIDS will be addressed through the curriculum as the primary transmitter of knowledge, skills and values to the youth. Awareness raising and change of attitude programmes and strategies will be used to help mitigate the spread of the epidemic. Safer schools will be enhanced through the Safe Schools Call Centre, the provision of physical security and educational processes that redirect the interests of youth in more constructive activity. E-learning will be facilitated through the WCED's information technology strategy.

Key results of the WCED as a learning organization: **By the year 2014:**

- The quality of support at the district-school interface is significantly increased through well resourced, capacitated and focused Education Management Development Centers (EMDCs)
- The backlog in the provision of classrooms is decreased by 60%
- 75% of all schools enjoy Section 21 status
- Service delivery improvement plans informed by development plans of each school are entrenched as standard requirements
- Every educator and learner has access to ICT training and infrastructure to support the learning and teaching process
- 80% of all learners have access to a well managed and resourced school in reasonable proximity to where they live

- Every school offers a safe and secure environment for learners and educators
- A programme of action is entrenched within the department designed to mitigate the impacts of HIV/AIDS and related diseases

6.2 Key Short-term Interventions

There are some key short-term interventions that the WCED needs to pay attention to in order to position the organization to implement the Strategy more effectively.

6.2.1 Organizational Restructuring and Re-engineering

No strategy can be successfully implemented if the implementing agency is not geared and capacitated to achieve its stated goals. Firstly, we will have to build buy-in to the strategy across the length and breadth of the organization, as well as among our social and other partners. This implies a major communications strategy. Next would be to ensure that all our people have the requisite understanding of what needs to be achieved and that they have the necessary capacity and commitment to give effect to it, failing which ways must be found of replacing them with employees who will. However, the more critical interventions in this regard includes the promotion of our employment equity strategy; establishing appropriate organizational structures at school levels; introducing a policy and strategy coordination function in the department that will include quality assurance, communication, research, and planning; creating a vehicle for the management and delivery of special projects, including the promotion of public private partnerships; re-designing the form and function of district offices so that they can focus on providing targeted and intensive support to schools, school managers, teachers and students; establishment of a project team that will take responsibility for the operational and management planning of the HCS and for coordinating its implementation.

6.2.2 Communication Strategy

Apart from the communications implications listed above, and which are to be initiated and managed by the WCED, it is essential that the WCED initiate a process to sharpen up its communication strategies, both within and among offices, and between offices and schools (and the broader education community). If the HCS is to be successful, then it is imperative that the Western Cape is kept fully abreast of progress, as well as what is expected from its people. The communication strategy must include a campaign that will popularize the Human Capital Strategy as a whole.

6.2.3 Physical Infrastructure Planning

This function is of crucial importance to the WCED and its stakeholders. Apart from the fact that building projects have been identified, prioritized and planned for until 2014, it is more important that a Physical Infrastructure Provisioning Strategy consider new school designs, pursue the mobilization of PPPs to fast-track delivery of our required infrastructure needs, and develop an intervention that will enable us to utilize existing structures to maximum capacity. Key for us will be to initiate programmes of community-managed minor works (upgrading, rehabilitation, beautifying, etc) programmes at their schools. We envision that such programmes could enhance community ownership of schools and more importantly, provide economic benefit for those communities. One of our first challenges will be in regard to the N2 Gateway Project. Having agreed with the City, Department of Housing and the Project Consultants to work towards a project that will demand that our schools undergo a design change and that we establish shared facilities (hall, sports facilities, multi-purpose centre, etc.) the WCED will either have to find new funds to assist in building the required schools here, or to shift existing plans to accommodate the demands of the N2 gateway Project. At the same time, we will continue working with 24 category "b" municipalities and 20 sub-councils to develop local provisioning plans. In this way we will coordinate planning with local government integrated development plans.

6.3 Programme-based Strategy, Targets, Outputs and Resources

The grid below (see attached) outlines, in the main, our objectives, targets, outputs, timelines and outcomes. In-built in this grid, is the assumption that achievement of the objectives and goals will be the result of consistent and cumulative development and achievement of the various outputs and outcomes. It also indicates the areas for collaboration and joint implementation across provincial government departments.

The Vision of the Human Resource Development Strategy is to develop the *relevant values, knowledge and skills* of the people of the Western Cape, especially the youth, to enhance their national and provincial *participation* within a globally-competitive economy and vibrant, caring society.

In practical terms this means that the Human Capital Strategy should ensure a dramatic increase in the number of young people participating in and succeeding in Further Education and Training and Higher Education programmes that contribute to the growth and development of the province. In other words the Strategy will address the current drop out in the school system and ensure much higher retention rates in further and higher education. But as we have seen above, participation and success in further and higher education depend on the exposure of young children to a healthy, active and stimulating environment and a good general education. The HCS of the Western Cape therefore focuses on:

- ensuring the physical, social and cognitive development of every child from 0 – 5 years of age (ECD)
- providing a high quality general education and training (GET – Grades 1 to 9) for all children of 6 – 14 years of age
- increasing the number of young people accessing appropriate further (FET) and higher education and training (HET).
- enrolling young people who have dropped out of the education and training system in relevant adult basic education and training courses (ABET).

In pursuing these goals, the Human Capital Strategy emphasizes the following basic principles:

6.3.1 Relevant Knowledge, Skills and Values and Attitudes

All education and training programmes and courses will promote high-level knowledge, skills, attitudes and values. The National Curriculum Statement for GET and the Further Education and Training Curriculum (General) for schools are explicitly values-based curricula. This approach will be promoted in all education and training programmes.

At the same time education and training programmes must be relevant to learners. This means taking account of the context and environment in which teaching and learning takes place and choosing the most appropriate methods for delivering curricula. General education for children of compulsory school-going age should consider language, safety, urban and rural living conditions and the socio-economic environment. Further and Higher Education and Training and adult basic education must take account of learners' aptitudes and interests. In these sectors work experience is often key to the learning experience. Here learnerships, apprenticeships and workplace skills development play an important role in human resource development.

A key policy issue that arose from the various consultations is that of the capacity of the system to accommodate all our learners at the various levels of education provision. For example, while there is space for growth at HEIs, it is also very clear that it will not be able to accommodate a sudden growth in demand. The same applies for the other sectors in the system. Our choices are thus both simple and complex:

- Dramatic expansion of the infrastructure of the various sectors of the education system to accommodate the projected growth in local (and international) demand;
- Limiting access, based on specific future development needs and competition grounded on the twin principle of academic achievement (merit) and equity;
- Prioritizing provision: unless we can have a guaranteed flow of the required resources for the system as a whole, we will be forced to provide services on a strictly priority basis. A priority analysis of our future needs, balanced with a realistic analysis of ROI in the various sectors will have to be undertaken. In particular, we may have to consider:
 - limiting access to the ABET sector only to those who have been excluded from the formal system (not failed matriculants) and who have a realistic potential to succeed in acquiring either a basic qualification and/or further and higher education qualifications;
 - providing formal ECD opportunities only to 5-year olds through Grade R;
 - providing limited access to the FET (school) sector, based on current and future growth needs and academic achievement at the end of the GET phase;
 - providing limited, funded opportunities to the FET College sector, based on academic achievement, aptitude and interest, economic growth needs, funded learnership and internship programmes, etc. All other access would be based on a user-fee system

In one way or the other, we have to tackle the nettle of public expectations and entitlement as opposed to national needs and our capacity to provide. Unless everybody knows what is expected of them and how they may be accommodated, we could be creating the basis for future dissatisfaction.

6.3.2 Literacy and Numeracy

The development of high levels of language use and numeracy are key to all learning. For this reason languages and numeracy / mathematics are part of all formal learning programmes in the Western Cape.

- Grades R – 3: three learning programmes are offered. Literacy and numeracy take up over 75% of the time spent at school
- Grades 4 – 9: eight learning programmes are offered. Again languages and mathematics are allocated the majority of time on the school time table
- Grades 10 – 12: Two languages and mathematics or mathematical literacy are compulsory for all learners who wish to achieve a Further Education and Training Certificate. In addition, there are 50 maths and science focus schools for Grades 10 to 12
- FET College formal courses and Adult Basic Education Courses: all have languages and mathematics as fundamental programmes

In addition, the WCED conducts regular system-wide tests of reading and mathematics to measure progress in these key areas.

6.3.3 Access to Information

The HCS plans for:

- The introduction of Information Technology literacy in learning programmes at all schools and other learning sites in the strategic period 2004 to 2014
- Resource centers and libraries are developed at each school to provide a wide range of learner and teacher support materials and their effective management to integrate information literacy programmes in support of learning and teaching
- Every educator and learner in the Western Cape will have access to Information and Communication Technology infrastructure and training to support the teaching and learning process

6.3.4 Learner Tracking System

The WCED will introduce a comprehensive learner tracking system into all public schools in the Western Cape in 2006. This tracking system will improve the information base of the province, will allow for improved efficiency and planning and ensure that learners do not go missing from the social system, and will enable the introduction of a learner intervention and support programme

6.3.5 Subject and Career Guidance

Subject and career guidance will be provided to all grade 8 learners in the school system so that they are supported to choose appropriate FET courses. However, career guidance will continue and will be institutionalized at all high schools, FET colleges and Community Learning Centres in the province.

At **high schools** the PACE career information programme and specially trained guidance teachers in each school will provide career guidance in grades 9, 10, 11 and 12.

FET Colleges will establish learner support units to accommodate and provide support for the vast variety of learners with different learning backgrounds and experiences. Learner tracking will support learners in curriculum and work placement.

Community Learning Centres will use especially designed instruments to place learners in the most suitable programme. In addition, learners will be offered access to counseling (career, social and learning difficulties) and Recognition of Prior Learning systems will ensure that learners are appropriately placed.

6.3.6 Programme-based Strategies

6.3.6.1 Early Childhood Development

(a) Ensure an integrated approach to the physical, social and cognitive development of all 0 – 4 year olds living in the province

- *All five-year old children in the Western Cape have full access to high quality learning programmes at the first level of formal education, namely Grade R by 2014*

A strategy to support Early Childhood Development in the Western Cape has been developed by an inter-sectoral planning team led by the WCED and the Department of Social Welfare and Poverty Alleviation.

The overall goal of the approach is the provision of an integrated and co-ordinated approach to ensure the effective and holistic services to young children in the age group from birth to four years old. The aim of the strategy is not to have all children in crèches or daycare centres but to ensure that those who care for children (parents, grandparents, community workers, day centre, pre-primary school and crèche staff) are trained to promote the physical, emotional and cognitive development of children.

The ECD Plan has the following main activities:

- Develop, implement and monitor a strategic plan for inter-sectoral collaboration in the field of ECD (2004 and then ongoing)
- Provide training for adults who care for children (2005 and then ongoing)
- Develop programmes to promote social, physical, emotional and cognitive development of children aged 0 – 4 (2004 and 2005)
- Promote the safety and health of children – immunization, health care and nutrition (2005 and ongoing)
- Provide safe environments for the development and care of young children (homes and daycare centres) (2005 and ongoing)
- Promote community development to ensure safe and stable homes for young children (2004 and ongoing)
- Build public awareness of the need for cognitive development and health of 0 – 4 year olds (ongoing)
- Strengthen and expand institutional resources and capacity. (2005 and ongoing)

(b) To provide high quality Grade R tuition to all five year olds so that they are ready for school learning

While there is universal enrolment of children of ages 6 – 15 in the Western Cape, not all five year-olds have access to Grade R. The province's second human resource goal is to provide high quality learning programmes to all five year-old children in the Western Cape at the first level of formal education, namely Grade R by 2010.

If conservative estimates of 2004 participation rates in the Western Cape are used, that is, 45 000 of a possible 80 000 learners then an additional 35 000 children must be reached in the period 2005 – 2010. This means enrolling 5 000 to 6 000 additional five year old children each year in the period 2005 to 2010.

But these children must also be enrolled in high quality programmes because the provision of Grade R programmes to young children is based on the assumption that these programmes provide a solid foundation and advantage for learning in school. This assumption is supported by a number of studies, including the national systemic assessment study of Grade 3 learners undertaken in 2001. This study shows a high correlation between reading and numeracy performance at the Grade 3 level and access to pre-school programmes.

The goal of the province is therefore to provide high quality Grade R programmes to five-year-old children so that they are introduced to early reading and numeracy skills. This is particularly important in communities where parents are illiterate and homes are text- and resource-poor.

The National Curriculum Statement (NCS) Grade R curriculum spells out the knowledge and skills that ought to be taught to five-year-olds. The human resource challenge for the province is to ensure that the learning outcomes of the Grade R NCS are taught and acquired by learners in Grade R sites.

In summary, the provincial government will in the period 2005 – 2014:

- Ensure that all children of five years of age living in the Western Cape are enrolled in Grade R classes
- Ensure that the NCS learning outcomes are taught and acquired in all Grade R classes (school readiness tests will be used to determine this)
- Ensure that resources to support the teaching of the NCS Grade R are provided to every site
- Train all Grade R teachers in the NCS
- Ensure that "at risk" learners are identified and their barriers to learning and development addressed by school-based and district-based support teams.

6.3.6.2 General Education and Training (GET)

(a) To ensure that all learners from Grades 1 to 6 read, write and calculate at the levels determined by the National Curriculum Statement

- *General Education and Training (GET) will provide a solid foundation for all future education and training, via quality programmes that will focus in particular on developing high- level language and mathematical skills.*

The WCED's third human resource development goal is to provide quality programmes to Grade 1 – 6 learners. Data from the 2001 Census and the WCED EMIS indicate that there are very high enrolment rates in the age group 6 – 15. In addition, the age-grade match in the Western Cape is high.

However, recent studies conducted in grades 3 and 6 indicate that learners in the Western Cape are not achieving the learning goals of the National Curriculum and therefore are not receiving the required foundation for human resource development. The testing conducted in 2002 and 2003 indicates that the results of these tests are highly correlated to poverty. For this reason the WCED intends to place a special focus on developing the reading, writing and mathematics levels of all learners in grades 1 to 6, especially poor learners. From 2005 every class offering grades 1 to 6 will be **supported and monitored** to achieve the reading, writing and calculating outcomes of the national curriculum.

In 2005 one dedicated WCED official was allocated to each of the 620 schools that performed below the requirements of the curriculum in 2002 and 2003. These officials will ensure the following in every grade 1 to 6 classroom:

- A Work Schedule for 36 weeks for Literacy / Language
- A Work Schedule for 36 weeks for Numeracy / Mathematics
- Text-rich environment – letters, pictures, words, objects, tables on the walls, doors etc.
- At least 100 books of appropriate language and level
- Textbooks for mathematics and languages for grades 3 – 6
- Evidence of reading, writing and calculating – no specific approach is promoted but teaching of phonics, words, reading with understanding, mental and written calculations are fundamental

In addition, the WCED has set targets for improving the results of the tests conducted in 2002 and 2003. Province wide testing will take place at the end of the Foundation Phase and Intermediate Phase, that is, Grades 3 and 6 every alternative year as set out in Table 8. Table 9 provides the targets set for improving reading, writing and calculating at the grade 3 and 6 level over the next ten years.

Table 8: Proposed diagnostic testing for grade 3, 6 and 8

Grade 3	2002	2004	2006	2008	2010	2012
Grade 6	2003	2005	2007	2009	2011	2013

Table 9: Goals for achieving learning outcomes in the GET band

	2002	2004	2006	2008	2010	2012
% Grade 3 learners achieving Grade 3 reading and numeracy outcomes	36%	45%	50%	60%	70%	80%
	2003	2005	2007	2009	2011	2013
% Grade 6 learners achieving Grade 6 numeracy outcomes	15%	20%	35%	50%	60%	70%
% Grade 6 learners achieving Grade 6 numeracy outcomes	37%	45%	50%	60%	70%	80%

These targets are aimed at ensuring higher throughput rates in Further Education and Training, higher FET pass rates and improved higher education participation rates.

In summary in the period 2004 – 2014 the WCED will:

- Provide 100 books to every Foundation Phase (Grades 1 – 3) and Intermediate Phase (Grades 4 – 6) class in the province
- Provide mathematics textbooks to all grade 3 to 6 learners
- Monitor on a weekly basis learning progress through officials dedicated to each school that offers grades 1 to 6
- Monitor learner access and learner acquisition of the intended curriculum through annual reading and mathematics testing of Grades 3 and 6

(b) All learners in grades 7 – 9 are provided with a high quality general education

In grades 7 to 9 the WCED will build on the strong foundations laid in reading, writing and calculating. In these grades the focus will be on eight learning areas which provide learners with a general education that is the basis for choosing and succeeding in a more specialized field of study.

In the period 2005 to 2007 Grade 7, 8 and 9 teachers will be trained on the Revised National Curriculum Statement. The focus here will be on all eight learning areas. Textbooks and equipment for all learning areas will be provided to all Grades 7 to 9 learners.

At present the National Department of Education sets Common Tasks of Assessment to provide benchmarks for performance at the end of grade 9. In the period 2005 to 2014 the WCED will improve the quality of these tasks and move towards the offering of a General Education and Training Certificate (GETC).

In summary, in the period 2004 – 2014 the WCED will support the delivery of quality learning programmes in senior phase of the GET band (grades 7 – 9) through:

- Teacher training and support on the National Curriculum Statements
- Provision of textbooks for all learning areas
- Designing special interventions which are aimed at redress
- External assessment at grade 9 and the offering of the GETC
- Early identification of 'at risk' learners and addressing their barriers to learning through school-based and district-based support teams.

(c) Provide advice on subject choice and career guidance to all learners in Grade 9 so that they can make appropriate subject and career choices in the FET Band

- *Further Education and Training will offer opportunities for specialization in both schools and FET colleges via quality programmes that will lead to higher education, further skills development and employment.*

School enrolment patterns, throughput rates and employment patterns indicate that learners in the Western Cape are often trapped in inappropriate courses in grades 10 -12. This is either because they do not know about the variety of programmes or courses available or do not have funds to enrol on such courses. FET Colleges report the capacity to enrol many more learners but learners do not have funds for relatively expensive courses (R3000 – R15 000 per annum). Another problem is that FET Colleges do not have the funds to develop courses required to address the economic needs of the province.

Three interventions have been designed to address the above problems:

- **Test all Grade 8 learners on international skills tests and interests test.**

There is a need to identify Grade 9 learners' potential and interests at the end of the GET Band so that they choose appropriate FET programmes. All Grade 8 learners will be tested in July each year and the detailed results of the tests per learner and by schools will be available by November.

The testing of skills and interests will specify what each learner's capacity is to enter various education and training programmes. The reporting on the tests will tell a school and learners very specifically where the learner is best placed.

- ***Provide career guidance course to all high schools***

The WCED has secured and been given copyright to a comprehensive career guidance programme that is available digitally (CD ROM) and in hard copy. This programme is already being used in a handful of WCED schools with considerable success. The WCED engaged extensively with the developers of the PACE Programme and they agreed to pilot the programme with Life Orientation and Guidance teachers and to adjust the programme to meet the needs of the WCED. As a result of this consultation and pilot project additional information was added to the PACE programme. Of particular importance is that the WCED FET Colleges have all provided information on the courses available at each of their sites.

The PACE programme is being translated into Xhosa and Afrikaans and a CD ROM containing the programme will be installed at each high school in the province. The content of the PACE programme has been included in the Life Orientation curriculum for the Senior Phase and all seven Life Orientation curriculum advisers have been trained to support teachers in this way.

- ***Train teachers in each high school to provide career guidance***

Training will be provided for educators responsible for Life Orientation in high schools. At these courses one GET and one FET educator from each school will be trained to use the nationally approved PACE programme for career guidance and provided with the appropriate material for the implementation of the programme. The full training will be rolled out over a period of three years.

Schools with Grade 9 and Grade 12 learners were asked to nominate a teacher from both the Senior Phase and the FET Band to be trained as career guidance teachers. The WCED expects to have trained 800 teachers by the end of 2006 on the PACE programme.

The training of teachers in Career Guidance will have four components:

- Exposure to information on careers available to learners in the province and SA;
- Administration of the PACE learner questionnaire;
- Analysis of the Grade 8 language and mathematics skills-based tests and
- Counseling of learners using the PACE questionnaire, the grade 8 tests and information on career opportunities and the labour market.

6.3.6.3 Further Education and Training (FET)

(a) To increase the participation and success rates of young learners especially black learners in the FET band at schools and colleges

Further Education and Training (FET) is a specialization phase. It is the first phase of the education system in which learners must make choices about the subjects or programmes they will offer.

The current FET curriculum is based on Report 550 for Grades 10 to 12; Report 191 (Formal Technical College Instructional Programmes in the RSA) and Report 190 (Norms and standards for instructional programmes and the examination and certification thereof in technical colleges education). These curriculum and programme offerings will be replaced in the period 2004 to 2008 by a framework that offers 16 – 20 year olds more flexible and responsive education and training programmes. The framework for FET offers three pathways to the FETC or NQF Level 4 certificates, namely:

- General academic
- General vocational
- Occupational – trade, operational, professional

This means that Report 550 and Report 191 programmes will gradually be phased out and relevant qualifications and programmes will be phased in.

FET (Schools)

The new National Curriculum will be introduced into Grade 10 – 12 from 2006 – 2008. The number of subjects offered in the FET schools curriculum have been greatly reduced but are more focussed and relevant. The FETC qualification is also more focussed. The province will have to actively drive a process of curriculum redress to ensure that in all districts the full range of subjects is offered. This will require careful planning and strong redress action.

The curriculum redress process must be supported by a systematic redress programme that provides equipment (especially computers) and specialist teachers to disadvantaged areas. The WCED has begun this redress process in the fields of maths and science and already supports eleven Maths, Science and Technology schools for disadvantaged learners. These are the Dinaledi schools and the Maths and Science Academy. Other 'focus' schools such as Arts and Culture schools will be developed in the FET band.

All FET Phase teachers will receive training in OBE teaching and assessment strategies. In addition, all teachers will attend courses run by HEIs and other subject experts to upgrade their subject content knowledge as required. Computer literacy programmes will be provided to all teachers who require these for their teaching.

At the same time as the education system prepares for the introduction of the new curriculum there must be attention paid to the number of learners achieving a Senior Certificate. Targets will be set for the number of learners, rather than the percentage, who pass the examinations. It is quite possible to increase a school's pass rate by simply reducing the number of learners. This practice needs to be discouraged while the provision of opportunity to learn at higher levels of the school system should be encouraged. This is an important consideration that is closely linked to the concept of the throughput rate. The WCED has set targets for increasing the number of learners passing the Senior Certificate by over 1000 per annum from 34 000 in 2003 to 50 000 in 2014.

FET Colleges

FET Colleges have already begun the process of developing new courses and qualifications based on Unit Standards. This programme development phase has been substantially strengthened in 2004 by the iKapa Elihlumayo grant of R14 million for the development of level 2 to 4 programmes.

As with FET Schools, the province will actively drive a process of curriculum redress to ensure that in all districts a wide range of programmes is offered. This will require careful planning and strong redress action through the recapitalisation of colleges especially the provision of workshops and equipment and specialist teaching staff.

Targeted programmes will enable educators at colleges to upgrade mathematical literacy and mathematics skills, integrate theory and practice, upgrade their academic and professional qualifications, and assess learning to meet Umalusi and SETA standards and deal with barriers to learning.

Colleges will also develop strategies to broaden access to FET colleges such as:

- A variety of delivery modes (e-learning, distance learning, learnerships, skills programmes, etc.)
- Facilities and training that meet the needs of differently-abled learners
- New sites for the disadvantaged and rural communities
- Bursary and loan schemes
- Recognition of Prior Learning (RPL)

Table 10 shows that the population of 16 – 20 year olds in the Western Cape is 400 000 but only 210 000 or 55% of the population is enrolled at schools, colleges or adult centres on FET level courses (Grades 10, 11 and 12 or Level 2 to 4 on the NQF).¹⁶ Close on 50% of learners of any age cohort leave the school system without completing Grade 12 and, with only 20 000 learners in FET colleges, it is clear that the majority of learners do not see college as an alternative to schools. While socio-economic factors play a significant role in learners leaving the system, the relevance of the subject offerings and the prospect of the FET qualification leading to employment are factors that the education system must address.

¹⁶ These figures do not include learners in private schools and colleges or those enrolled at higher education institutions. The number of learners in independent schools in grades 10 to 12 is approximately 10 000; those in private colleges another 10 000 and those in higher education 50 000.

It is therefore imperative that learners in the FET band are increasingly enrolled on relevant education and training programmes. There are three pathways towards obtaining a Further Education & Training Certificate (FETC) – general academic, general vocational and occupational – but all learners exiting the FET band with a qualification will receive an FETC. A key factor in the FET will be articulation and portability to facilitate movement of learners and validity of learning completed.

The FET access goals thus have two dimensions: first to work towards a more equal balance between FET school enrollees and FET college enrollees; and secondly to increase the number of the population of 16 – 20 year olds in FET institutions. In the medium term this will mean reducing the Grade 10 - 12 learners to around 160 000 learners and increasing the FET College learners or those enrolled on learnerships from 20 000 to 60 000 learners by 2014. The targets for 2014 are set out in Table 6.

Table 10: Targets for FET participation 2004 – 2014

Year	Population 16 – 20 years*	16 – 20 year old learners in schools	16 – 20 year old learners in FET Colleges / learnerships	16 – 20 year old FET learners in adult centres or private study	FET Total
2004	400 000	174 000	20 000	26 000	220 000
2005	400 000	170 000	32 000	28 000	230 000
2010	400 000	165 000	45 000	30 000	240 000
2014	400 000	160 000	60 000	30 000	250 000

* Approximately 30 000 are in Higher Education institutions

(b) Increase the number of FET learners who qualify for access to higher education

In the 2003 senior certificate examinations, schools in the Western Cape achieved a pass rate of 87.1%, an increase of 0.6% on the pass rate of 2002 and the highest pass rate achieved in the province since amalgamation of the previous departments.

Encouraging as this pass rate may be, it is important that other indicators are also used in analyzing the results. Most important among these is the **quality** of passes. A matric endorsement is widely regarded as a proxy for quality as the learner is required to study at least four subjects on the higher grade.

The WCED will continue to celebrate the performance of schools that retain or increase their enrolment figures while maintaining or improving their endorsement rates. Comparative data for the period 1999 – 2003 appear in Table 11.

Table 11: Summary of Senior Certificate Results 1999 to 2003

YEAR	1999	2000	2001	2002	2003
CATEGORY	Full-time	Full-time	Full-time	Full-time	Full-time
Number of candidates who correctly wrote full examination	37 199	37 818	37 559	38 117	38 750
Number of Senior Certificate passes without matriculation endorsement	20 213	21 254	21 671	22 867	22 446
Senior Certificate with matriculation endorsement	9 090	9 235	9 378	10 118	10 323
Total number of passes	29 303	30 489	31 049	32 985	33 769
Percentage pass rate	78,8%	80,6%	82,7%	86,5%	87.1%

Table 8 provides targets for participation rates and success rates. These relate to the number of learners that achieve a Senior Certificate / FETC, the number of learners with an FETC that qualify for higher education and the number that achieve high level maths and science passes.

Table 12: Targets for Senior Certificate / FETC 2003 – 2014

	2003	2005	2006 – 2010	2011 – 2014
Senior certificate / FETC	33 769	35 000	40 000	50 000
Higher Education Study	10 323	11 000	14 000	20 000
Black / Coloured Maths	1 073	1 500	3 000	5 000
Black / Coloured Maths	1 176	1 500	3 000	5 000

(c) To increase access to Higher Education especially for learners from poor homes

The analysis of the Higher Education sector (see annexure C), and the challenges faced there, provides some insight into the potential for delivering on the Human Capital needs of the province. However, the province will have to continue its engagement with these institutions to influence them to change its course offerings and admission strategies so that they can participate in delivering on the human capital and broad development needs of the province.

(d) To increase the number of learnerships, apprenticeships, internships and skills programmes that are linked to work opportunities

Learnerships, apprenticeships, internships and skills programmes focus on workplace and experiential learning. Learners tend to be drawn from the unemployed (pre-employed and retrenched) and employed, including the self-employed, and they vary in age and have quite different curriculum support needs. Successful learners achieve nationally recognized learning credits / qualifications. Learnership provision is a contractual partnership of the provider, the workplace and the learner. The Department of Labour with the SETAs is the nationally designated champion of this system of workplace provision. Except for internships, which are the experiential learning component required for some degree / diploma courses at Higher Education level, these learning programmes tend to be offered from ABET / NQF level 1 to NQF level 5.

Learnership **targets** have been set at a national level in the:

- National Skills Development Strategy 1 (NSDS) with a target of 80 000 learners under the age of 30 for the period April 2000 to March 2005. NSDS 2 was announced and implemented in April 2005.
- SETA Sector Skills Plans (SSP) is the primary vehicle for achieving the NSDS targets, and SETAs submitted their second SSP to the DoL in August and the analysis is not as yet available. However, an indicative list of provincial learnership provision shows: CHIETA 132 (57 employed, 75 employed), CTFL 1576, CETA 872 & 11 apprentices, ESETA 37 & 23 apprentices, ETDP 411, FASSET 20 in Prov Treasury, HWSETA 882, ISETT 805, LGWSETA 273, MAPPP 758 & 80 apprentices, MERSETA 1438 (GDS target) & 742 apprentices, MQA 20, POSLEC 107, PAETA 415, SETASA 80, Services 937, THETA 1031, TETA 22, totaling 9816 learnerships & 856 apprentices (Sept 2004).
- National Growth and Development Summit (GDS) of 72 809 unemployed learners and some SETAs have disaggregated this figure to provinces e.g. for the W Cape, PSETA 1000, MERSETA 2838, DIDTETA 2150 unemployed youth and 1800 others, THETA 215, TETA 313, CETA 206, HWSETA 479, CHIETA 367 (est), Foodbev 360 (est), PAETA 96, LGWSETA 74, MAPPP 163, INSETA 140 (est). The remaining 12 SETAs either have not or do not plan to develop provincial targets (Nov 2003).

Whilst building on apprenticeships and informal workplace training, learnerships and skills programmes respectively are a new form of provision. The system is bedeviled with start-up problems with some potentially substantive **constraints** also coming to the fore. Other than large employers, most medium and small employers are reluctant to host learnerships because of requirements such as trained and registered assessors and mentors, quality assurance systems, reporting cycles and so on. This is serious as upwards of 80% of employers registered with SETAs are in this SME category.

Whilst companies are registering learnerships, they do not always ensure that these candidates are effectively supported to complete their programmes. In some cases, the incentive system - 50% of learnership grant paid on registration and 50% on completion, plus a R50 000 tax rebate - is being abused by companies who take advantage of this policy implementation loophole. Employers are not investing in the supporting infrastructure that enables learners to complete the learnership by getting the necessary workplace experience so employers forfeit the second 50% of the grant.

The approach to learnerships placed youthful new entrants as a key target group, educating and training them for areas of economic opportunity. Preliminary reports indicate that most learnership beneficiaries, employed and

unemployed, have been over 30 years old. Completion rates have been most successful in the tertiary sectors of the economy, while the manufacturing SETAs have under performed in completion rates, and the SETAs focusing on services doing slightly better. However, SETAs have indicated that identifying and placing learners at the appropriate level has been a major constraint. The training itself has also had a number of problems e.g. there is a huge shortage of suitable and accredited providers particularly outside the urban areas.

The final constraint relates to the policy and planning environment. There is in general a poor understanding amongst employers and providers on the new skills development and NQF policies. Planning is hampered as SETAs, as a national competence, develop their skills development plans at a sectoral level and it is unclear at this stage as to their responsiveness to provincial training needs particularly as linked to priority growth areas.

Workplace-directed learning needs to be responsive to a number of economic challenges, for example, the economy is shifting in emphasis from the primary sector to the secondary and tertiary sectors, and, work re-organization and technological changes arguably require more and higher skilled employees / self-employed. The coordinating mechanism might appropriately utilize labour market analyses as a viable tool for building a responsive learning sector with the DEDT contributing such important sectoral trends and information.

Implementation and policy impediments must be resolved at a provincial level with the key parties to workplace provision – employers, organized labour, community based learners and providers. The provincial Department of Labour and its Provincial Skills Development Forum (PSDF) might appropriately be the champion and custodian, along with the FET Directorate WCED, DEDT, and local government, who would jointly determine this process.

Intermediate and high skill development in learnerships and other learning programmes experience a number of *generic problems* and their resolution must be prioritized through a coordinating mechanism. Some of these problems are: poor mathematics, science and English language abilities (essentially the Foundations of the NQF system); motivation of learners; equity and scarce skills development; the fragmentation of education & training supply; and, expansion of numbers of learners in all types of provision.

In summary, in the period 2005 to 2014 the province will:

- Establish and maintain a database of learnerships in the province
- Set targets for learnerships in areas identified by MEDS
- Establish and alleviate constraints to expansion and completion of learnerships
- Develop and pilot placement instruments
- Track learner completion and job placement
- Increase number of learnerships offered in areas identified by MEDS
- Improve throughput and completion rates of learnerships
- Apply placement instruments

6.3.6.4 Adult Basic Education and Training (ABET)

(a) Increase number of adult learners in basic education and training (ABET) programmes

- *Provision is made for 76,000 ABET learners by 2014 who will benefit from skills focused curricula in ABET levels 1 – 4 and further education; reinforcing the imperative of lifelong education*

In 2002 10 000 adult learners were enrolled on ABET courses and 16 000 on Grade 10 and 12 programmes. The retention rate and throughput rate in both basic and further education at adult centres (Community Learning Centres) is poor and the province aims to change this through offering more appropriate programmes and through improved delivery mechanisms.

This will be done by providing a skills-based (not school based) ABET level 1 – 4 curriculum, which provides regular opportunities for assessment. This means:

- An ABET level 1 and 2 curriculum – consisting of numeracy and literacy and skills programmes.
- An ABET level 3 and 4 curriculum – consisting of the fundamentals, and introducing core learning areas in line with the learner/centre's direction of study in level 4 ABET.

Provision has been made for 2 500 new learners per annum to access ABET. "New learners" are defined as learners who enter the system for the first time and those who enter the system after a break of one year. Separate statistics will be kept to facilitate an analysis of dropout.¹⁷

Table 13: Targets for Adult participation 2002 to 2020

	ABET 1	ABET 2	ABET 3	ABET 4	AFET
2002	3 000	3 000	2 000	2 000	12 000
2005	4 000	4 800	2 500	3 000	14 000
2010	5 500	7 800	4 000	5 000	17 000
2015	7 300	10 800	5 000	7 000	20 000
2020	9 000	13 000	6 000	9 000	25 000
Total need	330 000	600 000	200 000	350 000	

In order to improve the quality of provision of adult education appropriate models for teaching and curriculum management at Community Learning Centres will be investigated. In addition, a training and development model for staff at ABET centres will be established and implemented. The model will ensure that all existing educators receive targeted training and all new educators receive orientation, training and development.

In summary in the period 2005 to 2014 the province will:

- Develop partnerships between WCED ABET and government departments
- Increase the number of learners by 2 500 through EPWP and partnerships
- Pilot Level 1 – 4 skills-based qualifications
- Provide computers to all ABET sites
- Maintain government partnerships and develop new partnerships with industry
- Increase number of learners by 2 500 each year
- Provide level 1 – 4 skills-based qualifications according to need
- Provide ICT skills for all learners

7. Monitoring and Evaluation

Two structures will be established to ensure careful co-ordination, monitoring and reporting on the HCS. The first is an **Advisory Committee** consisting of representatives of the Provincial Development Council and the following government departments: Office of the Premier, Education, Health, Social Welfare and Poverty Alleviation, Economic Development and Tourism and Treasury. This Advisory Committee will ensure the co-ordination of provincial initiatives that inform, impact on and support the HCS. This includes the social services delivered by the government departments and the social partners as well as the following provincial lead strategies: the Micro Economic Strategy (MES); the Provincial Spatial Development Framework (PSDF); the Social Capital Strategy and the Provincial Economic Review and Outlook (PERO).

The Advisory Committee will ensure that the HRD Strategy co-ordinates all provincial initiatives aimed at human resource development and that relevant data is collected and reported in a way that speaks to the goals of iKapa Elihlumayo. The Advisory Committee will advise on the setting up of the monitoring and reporting structures and mechanisms to ensure that these take account of all government-driven strategies and initiatives and that the relevant sources of data are accessed and used efficiently.

The second structure is the Human Capital Project Team, which will be appointed by 1 April 2006 to monitor and report on progress on the Human Capital Strategy. This four-person Project Team will be based in the Planning Branch of the Western Cape Education Department. They will broadly be responsible for the following sectors:

- ECD and Grade R
- GET and FET in schools
- FET in colleges / Workplace Skills Development / Higher Education
- Adult Basic Education

¹⁷ Learners that gained credit to move up a level, and enroll for one or more learning areas at the next level, are not counted as new learners.

The main responsibilities of the Project Team will be to:

- Determine the indicators for monitoring and reporting on the HC Strategy
- Determine the data and data sources that will allow effective monitoring and reporting on the HCS (March 2005)
- Set up databases that allow accurate and regular reporting on the key goals of the HCS (June 2005)
- Report progress on the HCS to Cabinet through the Head of Education; to the Provincial Development Council and to the HCS Advisory Committee on a quarterly basis.
- Evaluate progress against the HCS and suggest remedial action.

8. Conclusion

This strategy has been developed in the full understanding that the provincial government provides the leadership for developments in the province. It recognizes that the **iKapa Strategy**, supported by the vision of a **"Home for All"**, provides the most coherent plan for the development of this province, politically, socially, and most importantly, economically, that this province has ever experienced. It is incumbent on us, therefore, to bring to bear the not inconsiderable resources, energy and motivation that the WCED together with other sister departments possesses, to ensure that the strategy is effectively implemented.

The next, probably most important, step is to develop the various operational strategies that will form the basis of the operational plans of the various districts within the WCED, different institutions (schools, colleges, HEIs), as well as joint or individual provincial government departments. These operational strategies will be costed and should form the basis along which the province could make budgetary allocations for the entire strategic period.

8.1 Implementation Challenges

It would be remiss of us, however, to ignore the difficulties that we may encounter along the way. One difficulty that we will experience may be the assumption by uncritical and rose-tinted minds, that schools and education alone can solve society's economic and social challenges.

The argument can be made that even in most developed societies, the education system has not managed to significantly change social and economic outcomes, and that it would be even more difficult in a developing society like ours. Our strategy, however, is about two things: Firstly, ensuring that our educational institutions are made to function better as institutions and that through this, we ensure that the quality of education is improved and that learners achieve and perform better; secondly, by focusing on especially the FET sector, we should be able to ensure that our learners acquire the necessary knowledge and skills to access either Higher education opportunities and/or access to the economy and employment market, where they can contribute to the development of the regional economy

8.2 Full Support required for Lead Strategies

In addition to the enablers for an effective human capital strategy, as discussed above, it will be essential that the WCED and its sister departments are provided with the necessary political and financial support to effectively implement the strategy. If the HCD Strategy is to be implemented effectively and successfully, it will require not only a keen sense of discipline, but a full realization that we will have to prioritize our activities so that we focus on those that will generate the greatest degree of change. It is imperative therefore, that we minimize unplanned and potentially distracting activities that could impact on our resource allocation (time, finance and human) that are designed to meet our objectives.

8.3 Priority Analysis

We will have to initiate an intensive priority and costing analysis of all the iKapa Strategies in order to make the necessary decisions that will enable us to implement those strategies effectively.

- The first point to note is that we have to abandon the approach that says that we must deliver everything at once. What is of more importance in this strategy and who is responsible for it? The delivery of the curriculum

is clearly **the major** aspect of the strategy. We will determine what this means and decide what should be done now, and what later.

- Another key decision to make is in how we fund the system. If we assert that a strong GET is cardinal to the success of the strategy, it also means that we must fund it in that way. This will mean expanding the system (through teacher or teacher assistant allocations, teacher incentives, etc.) starting in the Foundation Phase and cumulatively moving up until we reach the Senior Phase in GET (Grades 7 – 9). By way of example: included in the annexures is an analysis of the implications of prioritizing the provision of a strong, basic education programme for the system.
- The FET College sector will receive some resource injection through the recapitalization fund from the DoE, based on firm strategic plans, but will increasingly have to generate its own revenue sources, perhaps even to the extent that we do not fund the sector at all eventually. However, given that we intend growing this sector dramatically, we may have to introduce additional funding for student bursaries.
- The FET School sector will have undergo some major changes in the short term (next three years) - that means maintaining its current resource allocation, and perhaps expanding it slightly. Given that we expect a decrease in learner numbers (due to the re-direction into FET Colleges and possibly also Schools of Skills), we may be able to save some funding here. We may want to introduce an element of increased competition into the system: firstly, accept that the HE sector cannot accommodate all students who pass out of school, even if they do pass with endorsement – unless there is an injection of funds for bursary support and unless the infrastructure of universities expand immediately. Some students will have to acquire their qualifications through alternative means, including distance studies through institutions such as UNISA.
- As far as ECD and ABET is concerned, we may want to consider outsourcing the delivery of these functions to the NGO sector – they are better placed to deliver on the function, while the WCED can monitor the delivery programme and evaluate success. This may mean an initial additional allocation of resources to enable the NGOs to set up the necessary systems and infrastructure.

This strategy makes the assumption that **it is possible** to contribute to socio-economic transformation through education, if we do things differently, and that "... a well-organized educational system with an appropriate and relevant curriculum can be highly beneficial to a country and certainly contribute to a rich quality of life – economically, morally and intellectually."¹⁸ (Meerkotter, 54). This strategy approaches the task of HC development from the perspective that we have to move away from the "normal" approach to education management - providing the necessary resources and then leaving the system alone to deliver its products, hoping that we will see a well-adjusted and well-educated young generation arising from 12 years of interaction in the classroom. Instead, this strategy asserts that the development trajectory of education provision, development and delivery must be consciously directed to deliver specific and identified outputs – in our case, consciously preparing our youth to take up their positions and responsibilities in the Western Cape society (and nationally) to contribute actively to its development.

¹⁸ Meerkotter, Dirk, *Poverty and Schooling: Myth, reality, despair and hope*, in Education Africa Forum – The Fifth Edition, Education Africa 2001

Annexure A

WCED: Average Age of Personnel Per Race, Gender and Salary Level on 20050131

WCED: Average Age of Personnel Per Race, Gender and Salary Level on 20050131												
Group	Salary Level	Male					Female					Grand Total
		B	C	I	W	Total	B	C	I	W	Total	
Minister	7				1	1						1
PUBLIC SERVICE PERSONNEL	1	44.42	41.53		48.77	43.03	43.67	43.13		46.22	43.52	43.25
	2	48.89	47.18		48.80	47.44	46.64	48.18	50.84	49.47	48.09	47.79
	3	44.93	42.71		48.78	43.49	32.72	33.65		42.70	34.78	38.93
	4	48.48	50.44		55.70	51.32	40.10	45.07	33.76	52.12	46.99	49.04
	5	37.41	42.98		44.16	42.22	40.78	39.43		37.87	39.55	40.31
	6	45.94	43.17	41.29	48.85	43.77	46.35	43.20	45.48	51.39	46.36	45.94
	7	33.87	41.26		40.45	40.65	32.31	40.61	49.62	43.54	40.68	40.66
	8	44.45	42.75		47.93	43.43	51.72	43.00	45.21	49.34	45.70	44.50
	9	35.18	42.03		36.78	40.67	38.55	44.13		42.60	42.94	41.23
	10		48.92	36.13	50.74	48.71				40.70	40.70	46.71
	11		45.46		50.64	47.31		37.99		50.45	44.22	46.18
	12		47.19		48.38	47.67	46.90	44.93		48.17	46.13	47.23
	13	54.08	50.40		54.58	52.63	47.68	55.00		52.99	52.17	52.57
	14	46.42	37.33		59.28	52.31	48.49			51.02	49.75	51.58
	15		55.77		53.12	54.00						54.00
	16		48.17			48.17						48.17
Public Service Total		45.96	45.72	38.71	51.01	46.09	40.42	43.94	46.12	49.54	44.59	45.24
EDUCATORS	3	36.68	35.69		44.50	38.16	37.82	35.28		40.23	38.20	38.19
	4	48.69	35.70		36.47	42.41	43.39	43.08	53.10	46.47	43.90	43.27
	5	48.76	51.75		55.13	50.37	49.85	50.56		50.08	50.53	50.52
	6	35.84	37.09		35.46	36.51	36.39	41.90	48.80	40.24	40.41	39.46
	7	37.07	40.09	45.13	40.26	39.60	38.98	40.94	39.12	42.47	40.86	40.49
	8	41.26	43.29	47.23	47.14	44.03	43.90	45.42	43.44	48.64	46.40	45.42
	9	43.20	45.70	43.99	49.32	46.63	47.58	48.04	46.09	50.80	49.07	47.55
	10	45.64	49.14	46.29	51.83	49.43	49.87	50.55	57.43	53.33	51.41	49.83
	11	52.90	52.74		55.82	53.95	54.13	56.68		56.30	55.51	54.10
	12		47.64		54.21	50.67	59.37	47.46		53.25	54.86	51.23
Educators Total		38.50	42.18	45.59	46.23	42.38	39.62	42.43	42.58	45.16	42.47	42.44
GRAND TOTAL		40.43	43.21	45.35	46.69	43.32	39.72	42.78	43.05	45.91	42.89	43.05

Annexure B

FET College Courses

All six FET colleges in the Western Cape are invited on an annual basis to submit proposals for curriculum development in the following two categories: skills programmes and full qualifications. The WCED provides substantial guidance to colleges on the development of programmes that meet the needs of the province. This guidance is based on readings of the Socio-Economic Review of 2003, consultation with the Department of Labour, Department of Economic Development and Tourism, SETAs and WESGRO. The areas of growth identified by the Department of Economic Development and Tourism in the MEDS process will be used in future programme selection and development.

In 2004 and 2005 the following approach was adopted. In future years the MEDS research will inform the process.

Criteria to be used in awarding funds for course development

1. The proposal should be based on a substantial needs analysis and fall within the scope of the college's strategic plan. Preference will be given to new programme development in colleges' niche areas.
2. The programme should directly benefit the college's local industry, community and learners.
3. The programme should fall within the FET band. Preference will be given to:
 - Skills programmes on Levels 1 and 2 that are aimed at addressing community needs and will contribute to community development
 - Full qualifications from Levels 2 to 4 that offer learners an FET learning pathway to higher education and/or the workplace
4. Timeframes for skills programmes may include development and delivery in 2004. Timeframes for full qualifications will include development and preparation during 2004 with delivery from 2005 onwards.

Adjudication process and results of adjudication

Skills programmes categorized by:

- Levels
- Type of skill, e.g. computer, driver's license, health, hand skills, etc.

Full qualifications will be categorized into

- Type of qualification, e.g. engineering, business, utility
- Level

The initial sifting process is done by the FET Directorate according to stated criteria. A panel representing Education, Labour, SAQA and Economic Affairs completes the final selection.

Once the results are announced, colleges are expected to develop full business plans and final budgets by **June 2006**. **15% of the course development costs were transferred to the colleges whose courses were selected.**

Contract with course developers including time frames and payment schedules

Contracts are signed with the developers of courses in the first week of March. The remainder of the funds for the course development is transferred at the same time that the contract is signed.

The tables provide a summary of the approved learning programmes, allocations, estimated implementation dates and estimated progress. The approved plans have substantial overlap with the seven areas identified by the Department of Economic Development and Tourism for the Micro Economic Development Strategy (MEDS): Tourism; Metals and Engineering, Fishing and Mariculture, ICT, Agriculture and Aquaculture, Clothes and Textiles, SMMEs.

All the new programmes are developed towards SAQA registered qualifications. The programmes are in various stages of quality assurance with SETA ETQAs. This will lead to registration of learning programmes and certification for learners. WCED will organize a meeting with the relevant SETA ETQAs to expedite quality assurance issues.

Advertising has been done in print media, (newspapers and pamphlets) as well as radio. Some colleges visited specific industries in person and learners were recruited from the shop floor.

GET Priority Funding Scenario

TYPE	2005 Learners Gr1 – 3	Educators Ratio 1:40	Educator Costs	EducatorsRatio 1:35	Educator Costs	Educators Ratio 1:30	Educator Costs
Combined	4521	115	R 16,905,345.00	127	R 18,669,381.00	148	R 21,756,444.00
Intermediate	35020	881	R 129,509,643.00	993	R 145,973,979.00	1170	R 171,993,510.00
Primary	227509	5698	R 837,623,094.00	6499	R 955,372,497.00	7609	R 1,118,545,827.00
Grand Total	267050	6694	R 984,038,082.00	7619	R 1,120,015,857.00	8927	R 1,312,295,781.00

EMDC	2005 Learners Gr1 – 3	Educators Ratio 1:40	Educator Costs	EducatorsRatio 1:35	Educator Costs	Educators Ratio 1:30	Educator Costs
Met_Central	25649	636	R 93,493,908.00	729	R 107,165,187.00	856	R 125,834,568.00
Met_East	43745	1092	R 160,527,276.00	1247	R 183,312,741.00	1459	R 214,477,377.00
Met_North	45642	1148	R 168,759,444.00	1303	R 191,544,909.00	1516	R 222,856,548.00
Met_South	50829	1272	R 186,987,816.00	1447	R 212,713,341.00	1697	R 249,464,091.00
Overberg	31502	795	R 116,867,385.00	902	R 132,596,706.00	1057	R 155,382,171.00
Southern Cape/Karoo	32987	828	R 121,718,484.00	941	R 138,329,823.00	1110	R 163,173,330.00
Westcoast/Windwards	36696	923	R 135,683,769.00	1050	R 154,353,150.00	1232	R 181,107,696.00
Grand Total	267050	6694	R 984,038,082.00	7619	R 1,120,015,857.00	8927	R 1,312,295,781.00

Reducing the ratio

The average cost per educator is R147 000.

The current ratio in the foundation phase is 40.

To reduce it to 35 will mean 925 extra posts at a cost of R135,978 million (at R147 000 per post)

To reduce it to 30 will mean 2233 extra posts at a cost of R328,258 million.

Teacher assistants

Assuming a teacher assistant for each foundation phase teacher [therefore 6694 persons at a cost of R40 000 per year] = R267 760 000

Funding only 2000 teacher assistants = R80 000 000

Annexure D

The role of higher education in human resource development in the Western Cape

Section A: Higher Education and Development

It is universally acknowledged that education is a key factor in promoting growth and development, both through the provision of skills and through its impact on other social issues, such as health, nutrition, infant mortality, childhood poverty, etc. Education is thus a key supply-side factor in the development equation. Worldwide, it is now accepted that higher education plays an important role in human resource development, economic growth and social and economic development. Moreover, there is now widespread recognition of the role of higher education in regional development. It should come as no surprise, therefore, to see higher education featured in a regional or provincial human capital development strategy document.

What is new is the changing character of the world economy in which South Africa, and more specifically the Western Cape, must compete. Knowledge is supplanting physical capital as the source of present and future wealth. Technology is driving much of this process, with information technology, biotechnology, and other innovations leading to dramatic changes in the way we live and work. These developments constitute a major challenge to the development goals of both provincial government and regional higher education in the Western Cape.¹⁹

The goals of South African public higher education are to promote equity of access and fair chances of success; to meet national and regional development needs through well-planned teaching, learning and research programmes, including the challenges presented by a growing economy operating in a global environment; to support a democratic ethos and a culture of human rights; and to contribute to the advancement of all forms of knowledge and scholarship, in particular, addressing the diverse problems and demands of the local, national, and southern African and African contexts.

The Western Cape (WC) region is comparatively very well endowed with regard to higher education (HE) provision. Though concentrated in the Cape Town region, with limited provision in the rest of the province, its four institutions offer an extensive range of teaching and research programmes and outreach activities. In terms of the current restructuring of the system, the institutional landscape of the WC will be altered through the merging of the two Technikons to form the Cape Peninsula University of Technology, through the incorporation of dentistry into the University of the Western Cape, through the restructuring of undergraduate nursing, and through the stated national policy goal of regional collaboration and rationalisation. This process provides the opportunity to gear the range of institutional programmes and offerings towards making an increasingly effective contribution towards the WC human resource development strategy, regional development and labour market requirements.

There is a growing body of planning literature that speaks of post-secondary education as a “knowledge industry”. In this perspective, major forces in the larger societal environment are reshaping the public and private university and college systems into a “postsecondary knowledge system” or industry that cuts across many of our traditional notions of system boundaries. In the Western Cape just the university part of this system is itself a major “industry” employing some 10 000 persons and providing education and training for some 80 000 students, many of whom are not drawn from the Western Cape. The university sector is thus both a user of high level person power and a supplier thereof. The annual budgets of the four public HEIs run into billions of rand.

In strategic developmental terms, it is necessary to emphasise that for higher education to be able to play its part there must be a strong school system as well as a strong post-secondary college sector. Strategically, education must be viewed systemically. Moreover, we must avoid a narrow, instrumental, skills based view of development that shoulders out a knowledge-based discourse upon which real development and innovation depend.

Within the limited scope of this Section, a brief profile is provided of key aspects of the WC HE sector, where possible drawing comparisons with the national system.

¹⁹ *Higher Education in Developing Countries: Peril and Promise* (World Bank, 2000)

Section B: A Profile of Public Higher Education in the Western Cape

Within the limited scope of this report, this section provides a brief profile of key aspects of the Western Cape HE sector, where possible drawing comparisons with the national system. Detailed data tables are provided in Appendix One, with analysis and comments in the main text.

Higher Education Enrolment Patterns

Overall enrolment patterns

In 2003²⁰, there were just over 82 000 headcount enrolments in the 5 WC higher education institutions (HEIs), representing 11% of national enrolments). Of these, approximately 56 000 were in the three universities and a further 26 000 in the former technikons now merged to form the Cape Peninsula University of Technology.

Enrolments by race and gender

The 2003 profile shows that African enrolments in the WC were significantly under-represented, forming only 31% of WC enrolments as opposed to 60% nationally. This meant that only 6% of all African HE students were enrolled in the WC. Coloured enrolments, were highly over-represented (25% of WC enrolments vs 6% nationally), with just less than half (47%) of all Coloured students enrolled in the WC. Indians in the Western Cape were slightly under-represented (4% vs 7%) while White students were markedly over-represented (40% of WC enrolments vs 26% of the national total). The distribution of enrolments by race varied widely among WC institutions, particularly among Africans who made up 62% of the head count total at the former Pentech, 34% of that at the former CapeTech, 39% of the UWC enrolment, 27% of the UCT enrolment but only 13% of that at Stellenbosch (US). Likewise, whites were particularly unevenly distributed, constituting 73% of the total enrolment at US, 51% of that at UCT, 46% of the former CapeTech enrolment and just 3% each at both the former Pentech and UWC. It is, however, crucial to disaggregate these enrolment patterns (and those of gender below) by race and gender, by qualifications level and by field of study in order to identify hidden underlying patterns. The limited scope of this report precludes this kind of detail. However, numerous other studies and reports indicate that black and women students are under-represented at the higher qualifications levels and in those fields in which they have traditionally been marginalized. For example African students have traditionally been under-represented in the various design fields, Financial Management, Allied Health Sciences, Film and Media, Fine Arts, Actuarial Sciences, Built Environment programmes such as Architecture and Information Technology. In addition, given the limited focus of this report, it was not possible to track trends over time.

An analysis of the 2003 first-time entering undergraduate (FU) intake into the WC HE system provides an indication of the likely future HE profile of the region. It is therefore encouraging to note that African FU's made up 62% of the 2003 intake (which is an improvement on the 60% proportion in the region as a whole), whilst white FU's made up only 23% of the regional FU intake. An examination of the institutional FU profiles however shows that most of the increase in African FU enrolments, and associated decrease in white FU enrolments, was located at the former CapeTech. African enrolments formed smaller proportions of the 2003 FU intake than of the total enrolment at Stellenbosch (4% in comparison with 13%), UWC (32% in comparison with 39%) and the former Pentech (57% in comparison with 62%). An analysis of the quantum and profile of matriculants in the Western Cape (later in this section) to some extent explains the difficulty that universities in particular in the Western Cape region face in attempting to increase their African enrolments.

Regarding gender equity, women were in the majority in the WC as a whole (52%) – just below the national total of 54%. Women made up slightly less than half (49%) of the total 2003 head count enrolment at UCT, but at least 50% of the enrolment at all other institutions in the Western Cape. As noted above, these figures also require disaggregation in relation to qualifications level and field of study in order to track equity of access adequately.

²⁰ This data is based on HEMIS 2003. More recent (2004) data will soon be available from the national Department of Education.

Enrolments by field of study and qualifications level

A crucial factor of HE in contributing effectively to human resource development, is the relevance of its output in terms of the fields of study in relation to the needs of regional development and the labour market, especially in the scarce skills areas. In 2003, 38% of WC enrolments were in Science, Engineering and Technology (SET), which was well above both the national average of 26% and the National Plan for Higher Education (NPHE) target of 30%. However, only 23% of WC enrolments were in Business, well below the national average of 28% and the NPHE target of 30%. Enrolments in Humanities and Social Sciences (HSS) totalled 39% (25% in the broad Humanities, 8% in Education, 4% in Law and 2% in the Visual and Performing Arts), which is close to the National Plan for Higher Education (NPHE) target of 40%, and below the national average of 43% (also including the broad Humanities, Education, Law and the Visual and Performing Arts). The lower proportion of Humanities students in the WC is largely due to a proportionally lower enrolment in Education (8% vs 15% nationally) – a field in which the WC could play a very significant role nationally given the impending shortage of teachers. Among the institutions, far fewer enrolments in number and proportion were in SET at UWC (19%). The two former technikons had relatively low proportional enrolments in the broad humanities (22% at CapeTech and 20% at Pentech), but UWC had a very high proportional enrolment in this field (61%).

The other key aspect of HE outputs in relation to the WC HRDS and labour market requirements is the qualification level of graduates. The WC had a comparatively high number and proportion of postgraduate enrolments in 2003 (about 22 000 or 26% of the total) which was significantly above the national average of 15%). As a result, 12% of all national PG enrolments were in the WC, which is slightly higher than the 11% which WC enrolments constituted of overall national enrolments. However, the proportions of postgraduate enrolments varied widely among the five institutions from a particularly high 36% at US, to 28% at UCT and 21% at UWC and the former technikons. A major challenge for the new Cape Peninsula University of Technology is therefore to increase its postgraduate enrolments and outputs. Enrolments in the WC at the general academic bachelors' level made up 36% of the 2003 enrolment total (in comparison with 43% across the HE system), whilst professional 1st bachelors' enrolments made up a far larger proportion of the WC total (28%) than of the total systemic enrolment (19%). The strength of WC postgraduate provision is reflected in the fact that 20% of national masters and 22% of all doctoral enrolments were in the province. More than 80% of all WC doctoral enrolments were however located in UCT and Stellenbosch. Enrolments at the former technikons were atypical of national patterns at the post-diploma level in that BTech enrolments made up only 18% of the WC technikon total, in comparison with the much larger 26% of all technikon enrolments). Also at the post-diploma level, the WC former technikons M and D proportional enrolments (2% and <1% respectively) matched those for the whole former technikon sector.

Enrolments by geographic origin and nationality

The provision of HE services to both South African and foreign students from outside the province represents an important entrepreneurial opportunity for WC institutions. This is consistent with both national policy (in particular, the SADC protocol which stipulates a target of 5% of enrolments for SADC students) and the growing internationalisation of HE worldwide. In 2001, 5 650 non-South African – mostly from SADC countries – were enrolled in WC HEIs, making up 8% of total WC enrolments. This was higher than the national average of 6%.

Regarding geographic origin, 51 500 (63%) of the total of 82 000 WC enrolments in 2003 were from the WC itself, with about 22 000 (25%) from other South African provinces. The balances of the 2003 enrolments in the province either had unknown home addresses or were from outside the country.

Institutional variations in terms of geographic origins of students were considerable: only 51% of the 2003 UCT enrolments were from the WC, but students from the province made up 78% of the enrolment at the former CapeTech, 69% of that at UWC, 60% of the Stellenbosch enrolment and 59% of that at the former Pentech. Non-WC enrolments originated predominantly from three provinces: the Eastern Cape (10% of all 2003 enrolments), Gauteng (6% of all enrolments at Western Cape institutions) and KwaZulu-Natal (4% of all 2003 enrolments at Western Cape HE institutions in 2003). Students from the Eastern Cape made up 50% of all 2003 students from other SA provinces, and a particularly large proportion, 28%, of all 2003 enrolments at the former Pentech. Students from Gauteng made up 31% of all enrolments from other SA provinces. In 2003, UCT drew most of its non-WC enrolments from Gauteng, Stellenbosch attracted similar numbers of students from Gauteng and the Eastern Cape, and the technikons attracted mostly Eastern Cape students.

Amongst the more than 22 000 enrolments that WC institutions drew from other SA provinces in 2003, the largest proportion (49%) was enrolled for first bachelors' degrees, 23% was enrolled for national certificates/higher certificates, and relatively small proportions were registered at the postgraduate level. Most non-WC students (38% of the total) were registered for SET qualifications, but smaller proportions (25% and 23% respectively) were registered for Humanities (excluding Education and Law) and Business/Management qualifications..

Higher Education Graduation Patterns and Rates

Graduates by race, gender, field of study and qualifications level

While enrolment patterns provide the overall profile of HE provision in the province, its graduates represent the substantive contribution to the HRDS. These are now briefly examined. The WC HEIs produced 17 800 graduates in 2003, representing 16% of the national total, which is proportionally higher than the 11% which its overall enrolments represented of the national total). Of these, 12 600 were in universities and 4 200 in technikons. However, the distribution of graduates was skewed along race lines. Africans formed only 27% of WC graduates (and 53% of all 2003 HE graduates across the system). African graduates at institutions in the WC formed only 8% of the national graduate total (in comparison with 6% of the national enrolment total). Whilst white graduates dominated at Stellenbosch, UCT and the former CapeTech (making up 75%, 57% and 46% respectively of the 2003 graduate totals), coloured graduates made up the largest proportion (49%) of all 2003 graduates at UWC. Black (African+coloured+Indian) graduates made up 66% of the 2003 national total, and 53% of the 2003 Western Cape total. The 2003 proportions of black graduates at UWC and the former Pentech (97% and 96% respectively) were markedly in excess of the national proportion, but black graduates made up far smaller proportions (48% and 25% respectively) of all 2003 graduates at UCT and at Stellenbosch.

Women formed over half the WC's graduate output in 2003 (54%). As with enrolments, the proportion of female graduates varied widely among the institutions, from 61% at UWC at the upper end down to 49% at UCT. SET graduates made up a substantial but broad Humanities graduates made up the 39%, the largest proportion of the 2003 WC graduate total. It is however important to note that the five WC institutions produced almost 6 500 SET graduates in 2003, as well as a significant number of Business/Management graduates (just under 4 500) and more than 2 000 graduates in the field of Education.

Graduation rates by race

Regarding the efficiency with which graduates are produced, the data shows that the graduation rates²¹ of WC institutions were all above the national average of 15%. Both the universities (23%) and the former technikons (20%) performed well in this regard. However, this was skewed by race, with the graduation rate amongst white students in the WC (26%) outperforming that amongst Africans, coloured and Indians (19% in each case). Nonetheless, WC graduation rates in all of the race groups were higher than the national averages of 19% for white students, 15% each for coloured and Indian students and 14% for African students.

Intake into Higher Education in the Western Cape

Crucial to the success of HE in the WC in fulfilling all its functions and in contributing effectively to the WC HRDS, is the improvement in the quality and quantity of the intake into HE from schooling. Of the approximately 38 000 Grade 12 candidates, 8 000 (20%) typically fail). Of the other 30 000, about 20 000 typically pass without exemption (68%) and 10 000 (32%) with exemption.

DoE analysis shows that of the 30 000 eligible to enter HE, a huge total of 21 000 (42% of candidates) do not and instead enter FET, private HE, the labour market or are unemployed. Therefore, only 10 000 Grade 12 (16%) typically enter HE each year. This is clearly not sufficient to fulfil the high-level HRD needs of the province. This means that the approximately 66 000 enrolments in 2000 are made up of 15 000 first-time entering graduates (23% of total enrolments), comprising the 10 000 school-leavers referred to above, and 5 000 entrants who were not at school). The other 77% of enrolments are made up of transfer undergraduate (2%), new postgraduate intakes (8%) and

21 In the absence of detailed cohort studies of students through the system, graduation rates provide a rough proxy to measure throughput efficiency. They are calculated by dividing the number of graduates by headcount enrolments of the same year. The rate is differentiated according to the length of the qualification and is affected by the number of new intakes, dropouts and the throughput rate, that is, time to complete the qualification. It should be noted that a 'perfect' graduation rate for a 3-year qualification would be 33%, assuming equal enrolments in each year, and not 100%. The *National Plan* provides benchmarks for the different qualifications levels derived from reviews of student cohort models over five years by which typical graduation rates in South African institutions were identified. The new funding framework has adapted the *National Plan* benchmarks.

continuing students (67%). Further, of the approximately 66 000 enrolments in 2000, 13 500 (20%) typically complete qualifications, of which about 10 000 (15%) enter the labour market, while another 3 500 (5%) study further). Of particular concern is that of the other 52 500 enrolments (80% of the total), only 65% typically re-register the following year, which leaves about 10 000 dropouts (15% of total enrolments in any one year). This is clearly a situation which requires urgent attention.

The WCED summary of the 2002 – 2004 Senior Certificate results indicates that the former DET schools in the provinces produced less than 300 African matric endorsements in 2003 and 2003, and that all schools on the province produced less than 800 African matric endorsements in both these years. The province produced only 220 African students with higher grade maths passes in 2003 (305 in 2004), although African standard grade maths passes were much more numerous. The relatively small numbers of African SC passes with endorsement, and even smaller numbers with higher grade mathematics passes, pose major problems for the province's universities in relation to increasing their African enrolments, particularly within the quantitative disciplines.

Section C:

Building a Partnership between the Province and regional Higher Education

The public higher education institutions (HEIs) in the Western Cape believe that the overall well-being of the Province is vitally dependent on the contribution of higher education to the social, cultural, political and economic development of its citizens, and of the region. The HEIs in the Western Cape have formed the Cape Higher Education Consortium (CHEC) to facilitate a collaborative approach to planning. The Leaders of our higher education institutions signed a public "compact" in 2000 in which they committed their institutions to serving the public good as a major development resource in the region, and to establish the 'rules of the game' whereby they could give effect to this commitment to collaborate. There are numerous examples of how the HEIs have initiated research projects, revised existing academic programmes and introduced new programmes to respond to changing needs in the environment to enable students to acquire the skills and knowledge they need to make a contribution to social and economic development.

Given the legacy of the past, higher education and government, including provincial government, have little or no history of strategic collaboration at institutional and regional levels in the interests of development. As things stand, higher education is a *national* competence and traditionally HEIs have tended to see themselves as *national* not regional institutions. The time has come, however, for the HEIs, through CHEC, to build partnerships with local and provincial government in the interests of the development of the region.

What is termed 'academic planning' in higher education should benefit the region as a whole. The challenge ahead will be to seek to align HE size & shape policies as well as institutional programme & qualification mixes with the Province's "Framework Agreement for Growth and Development and Social Dialogue".

In practical terms, this will mean revisiting our planning grids to determine what academic programme collaboration initiatives are strategically important for growth and development. In other words, our future planning should not only be for reasons of efficiency and effectiveness but, in keeping with experience elsewhere in the world, should driven by considerations of 'engagement' or 'responsiveness' to the growth and development imperatives of the region and beyond. A similar exercise can be undertaken with respect to research priorities.

As the Association of Commonwealth Universities has recently said, in a consultative document entitled *Engagement as a Core Value for the University*, today's world "depends increasingly on universities for knowledge, prosperity, health and policy-thinking...(they) are thus required to become engines of development... engagement defines the whole orientation and tone of a university's policy and practice."

The OECD is currently embarked on a project to assist HEIs to evaluate their roles in regional development. The document argues that "in the globalizing knowledge economy institutions of higher learning and research have a pivotal role to play. They are now portrayed as vital sources of knowledge, seedbeds of innovation and engines of growth, making major contributions to the economic, social and cultural development of their societies...One approach followed in most OECD countries has been to strengthen the regional role and contribution of the higher education institutions (HEIs) based on close co-operation and partnership with various regional actors".²²

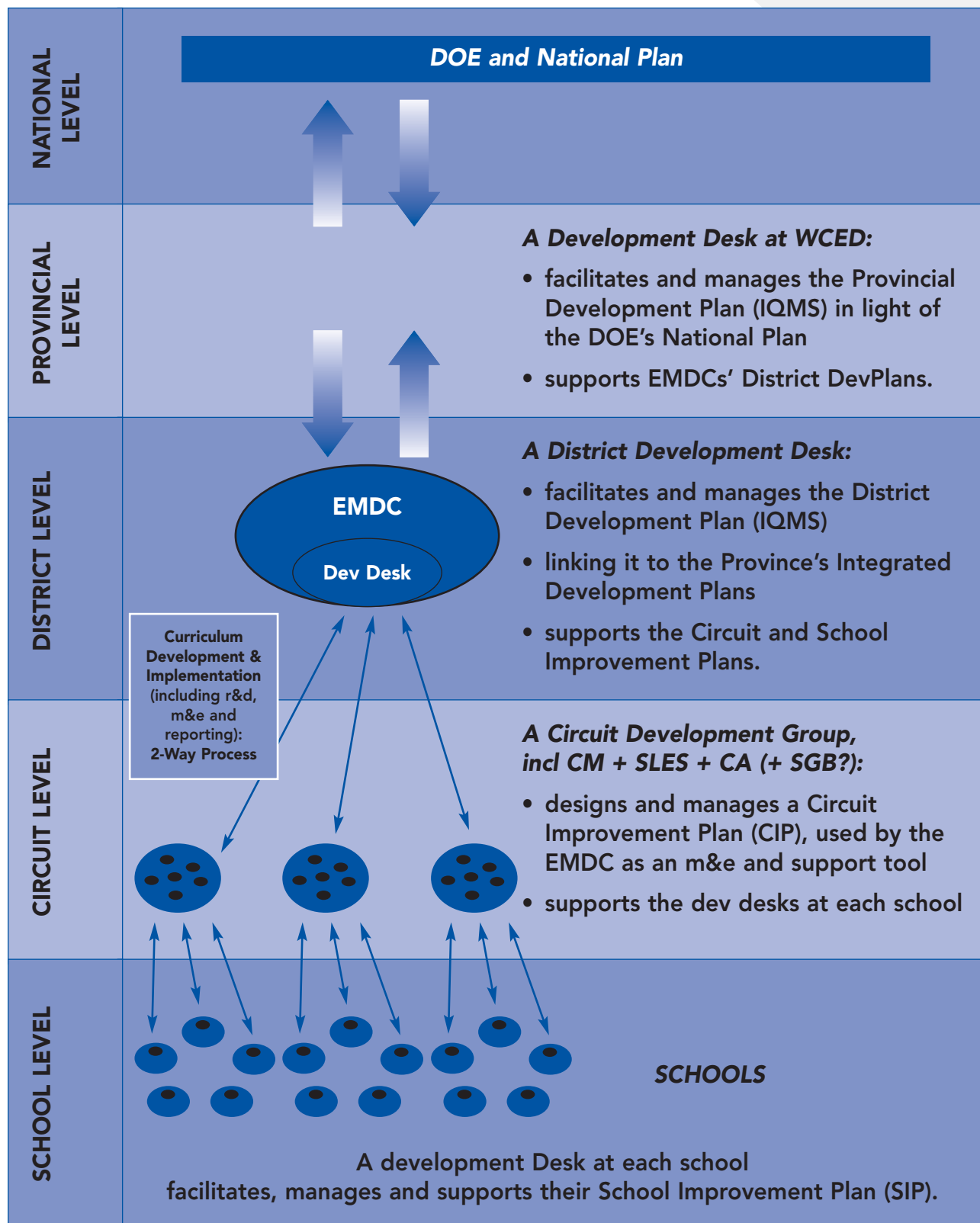
²² See OECD/IMHE website for details <www.oecd.org/edu/higher>

CHEC institutions are committed to partnership with the provincial government to set mutually supported priorities and to find solutions to common problems. The CHEC Directors have asked institutional planners to develop a framework and model for setting educational priorities in the context of regional needs. We have recently established regular meetings with the WCED specifically to plan together on schools, FET colleges and teacher education, and look forward to extending our engagement more broadly to include other Provincial departments and the PDC.

CHEC Secretariat

Annexure E

Institutionalising Developmental Practice and Culture: Pathways between Schools, Circuits & EMDCs – a Mechanism



5 Year Development Plan for Programme Delivery

Excluding Policy Development

