IMPACT ASSESSMENT OF NATIONAL SKILLS DEVELOPMENT STRATEGY II

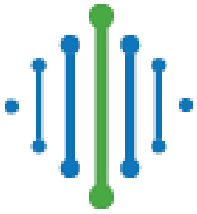
The NSF as a Mechanism to Address Skills Development of the Unemployed in South Africa

Renette du Toit

January 2012

HSRC Human Sciences Research Council

Education & Skills Development Research Programme



Development Policy Research Unit

labour

Department: Labour
REPUBLIC OF SOUTH AFRICA

Impact Assessment of National Skills Development Strategy II

Research Director: Vijay Reddy

From May 2010 to January 2012, the Human Sciences Research Council, with its partner Development Policy Research Unit (UCT), undertook research to assess and evaluate the progress made in skills development since the implementation of National Skills Development Strategy II in March 2005. The research covered three thematic areas and produced nine research reports:

A. Impact of skills development on placement of learners upon completion of the programme. (Indicator 1.2; 3.1; 4.2)

1. Sumayya Goga and Carlene van der Westhuizen (2012) Scarce Skills Information Dissemination: A Study of the SETAs in South Africa.
2. Renette Du Toit (2012) The NSF as a Mechanism to Address Skills Development of the Unemployed in South Africa.
3. Morne Oosthuizen (2012) The Impact of Work Experience Grants on Learner Placement.

B. Impact of skills development support on large, medium and small firms as well as on Government, BEE firms and BEE co-operatives. (Indicator 2.1; 2.2; 2.5)

4. Pundy Pillay, Andrea Juan and Thembinkosi Twalo (2012) Impact assessment of skills development on service delivery in government departments.
5. Pundy Pillay, Andrea Juan and Thembinkosi Twalo (2012) Impact assessment of skills development on service delivery in government departments: Appendices.

C. Progress evaluation on support to high-level scarce and critical skills for both workers and unemployed learners.(Indicator 2.8 & 4.1)

6. Dean Janse Van Rensburg, Mariette Visser, Angelique Wildschut, Joan Roodt and Glenda Kruss (2012) A Technical Report on Learnership and Apprenticeship Population Databases in South Africa: Patterns and Shifts in Skills Formation.
7. Angelique Wildschut, Glenda Kruss, Dean Janse Van Rensburg, Genevieve Haupt and Mariette Visser (2012) Learnerships and Apprenticeships survey 2010 technical report: Identifying transitions and trajectories through the learnership and apprenticeship systems.
8. Claudia Mummenthey, Angelique Wildschut and Glenda Kruss (2012) Assessing the impact of learnerships and apprenticeships under NSDSII: Three case studies: MERSETA, FASSET & HWSETA
9. Glenda Kruss, Angelique Wildschut, Dean Janse Van Rensburg, Mariette Visser, Genevieve Haupt and Joan Roodt (2012) Developing Skills and Capabilities through the Learnership and Apprenticeship Pathway Systems. Project Synthesis Report. Assessing the Impact of Learnerships and Apprenticeships under NSDSII.

This research was funded by the Department of Labour. The research team acknowledges the support of the Labour Market Policy Unit, especially Ms Tendani Ramulungo for the support provided to undertake this suite of research projects.

THE NSF AS A MECHANISM TO ADDRESS SKILLS DEVELOPMENT OF THE UNEMPLOYED IN SOUTH AFRICA

TABLE OF CONTENTS

1 ANALYTICAL EXECUTIVE SUMMARY viii

INTRODUCTION 1

DESIGN AND METHODOLOGY OF THE NSF STUDY 6

NATURE AND STRUCTURE OF THE REPORT 11

PART 1: MAPPING NSF PROJECTS FOR THE UNEMPLOYED 12

INTRODUCTION 12

1. EXPENDITURE 12

1.1 TOTAL EXPENDITURE 12

1.2 EXPENDITURE PER SUB-PROGRAMME 13

1.3 EXPENDITURE PER PROVINCE 14

1.4 EXPENDITURE: PROJECTS AND TRAINING OPPORTUNITIES 15

1.5 EXPENDITURE: TRAINING FIELDS AND COURSES 16

2. TRAINING 17

2.1 TOTAL TRAINING OPPORTUNITIES 17

2.2 PROJECTS 18

2.3 TRAINING FIELDS 19

2.4 COURSES 22

2.5 AVERAGE TRAINING DAYS 23

2.6 BENEFICIARIES OF TRAINING 26

3. SUMMARY 30

3.1 UNEMPLOYMENT: TRAINING FOR THE UNEMPLOYED 30

3.2 MEETING TARGETS 34

4. CONCLUSION 35

PART 2: ANALYSING SKILLS DEVELOPMENT IN KEY PROVINCES 37
INTRODUCTION 37
1. EASTERN CAPE 37
1.1 PROJECT DESCRIPTIONS 37
1.2 PROJECT MANAGEMENT AND CO-ORDINATION 41
1.3 TRAINING PROVIDERS 42
1.4 EMPLOYERS 45
1.5 STAKEHOLDER PERSPECTIVES 47
1.6 BENEFICIARIES 49
1.7 CONCLUSION 51
2. GAUTENG SOUTH 51
2.1 PROJECT DESCRIPTIONS 51
2.2 PROJECT MANAGEMENT AND CO-ORDINATION 54
2.3 TRAINING PROVIDER 55
2.4 EMPLOYERS 57
2.5 STAKEHOLDER PERSPECTIVES 60
2.6 BENEFICIARIES 61
2.7 CONCLUSION 62
3. KWAZULU-NATAL 64
3.1 PROJECT DESCRIPTIONS 64
3.2 PROJECT MANAGEMENT AND CO-ORDINATION 67
3.3 TRAINING PROVIDERS 68
3.4 EMPLOYERS 69
3.5 STAKEHOLDER PERSPECTIVES 70
3.6 BENEFICIARIES 72

3.7 CONCLUSION 73
4. LIMPOPO 73
4.1 PROJECT DESCRIPTIONS 73
4.2 PROJECT MANAGEMENT AND COORDINATION 75
4.3 TRAINING PROVIDER 76
4.4 EMPLOYERS 77
4.5 STAKEHOLDER PERSPECTIVES 79
4.6 BENEFICIARIES 79
4.7 CONCLUSION 81
5. WESTERN CAPE 82
5.1 PROJECT DESCRIPTIONS 82
5.2 MANAGEMENT AND CO-ORDINATION 85
5.3 TRAINING PROVIDERS 86
5.4 EMPLOYERS 87
5.5 STAKEHOLDER PERSPECTIVES 88
5.6 BENEFICIARIES 89
5.7 CONCLUSION 92
6. SUMMARY OF PLACEMENTS 92
7. SUMMARY OF CHALLENGES AND BENEFITS OF PROJECTS 93
PART 3: CONCLUSIONS 95

LIST OF TABLES

TABLE 1 NSF FUNDING WINDOWS FOR 2005 TO 2010 3

TABLE 2 NUMBER OF PROJECTS PER CASE STUDY 9

TABLE 3 INTERVIEWS CONDUCTED WITH BENEFICIARIES, TRAINING PROVIDERS, EMPLOYERS AND DOL OFFICIALS 10

TABLE 4 EXPENDITURE PER SUB-PROGRAMMES, 2005-2010 14

TABLE 5 EXPENDITURE PER PROVINCIAL OFFICE, 2005-2010 15

TABLE 6 NUMBER OF PROJECTS, TRAINING OPPORTUNITIES AND TOTAL EXPENDITURE PER PROVINCIAL OFFICE, 2005-2010 16

TABLE 7 EXPENDITURE PER BROAD FIELD, 2005-2010 17

TABLE 8 TRAINING PER PROVINCIAL OFFICE, 2005-2010 18

TABLE 9 PROJECTS PER PROVINCIAL OFFICE, 2005-2010 19

TABLE 10 TRAINING OPPORTUNITIES PER BROAD FIELD, 2005-2010 20

TABLE 11 TRAINING OPPORTUNITIES PER BROAD FIELD FOR EACH PROVINCIAL OFFICE, 2005-2010 21

TABLE 12 NUMBER OF COURSES OVERSEEN BY THE PROVINCIAL OFFICES, 2005-2010 23

TABLE 13 AVERAGE TRAINING DAYS FOR BENEFICIARIES PER PROVINCIAL OFFICE, 2005-2010 23

TABLE 14 ACCREDITED COURSES WITH AN AVERAGE OF 10 AND MORE TRAINING DAYS (TWO WEEKS AND ABOVE) 24

TABLE 15 HIGHEST QUALIFICATION CATEGORIES BY PROVINCE, 2005-2010 27

TABLE 16 AGE CATEGORIES PER PROVINCE, 2005-2010 28

TABLE 17 ACCREDITED TRAINING OPPORTUNITIES PER PROVINCIAL OFFICE, 2005-2010 29

TABLE 18 UNEMPLOYMENT AND NSF TRAINING PER PROVINCE, MARCH 2005-MARCH 2010 31

TABLE 19 SUMMARY OF TRAINING FOR THE UNEMPLOYED BY PROVINCE, 2005-2010 33

TABLE 20 SUMMARY OF TOTAL ACHIEVEMENT UNDER THE SDFW (INCLUDING EPWP), 2005-2010 35

TABLE 21 SUMMARY OF PLACEMENTS IN THE PROJECTS OF THE CASE STUDIES 93

LIST OF FIGURES

FIGURE 1 EXPENDITURE, 2005-2010 13

FIGURE 2 EXPENDITURE PER SUB-PROGRAMME, 2005-2010 14

FIGURE 3 TRAINING OPPORTUNITIES, 2005-2010 18

FIGURE 4 NUMBER OF PROJECTS, 2005-2010 19

FIGURE 5 PROFILE OF BENEFICIARIES OF ACCREDITED TRAINING OPPORTUNITIES, 2005-2010 26

FIGURE 6 ACCREDITED TRAINING OPPORTUNITIES PER PROVINCIAL OFFICE, 2005-2010 29

FIGURE 7 PROFILE OF BENEFICIARIES OF ACCREDITED TRAINING OPPORTUNITIES, 2005-2010 30

FIGURE 8 UNEMPLOYMENT AND NSF TRAINING, MARCH 2005-MARCH 2010 31

FIGURE 9 SUMMARY OF TRAINING FOR THE UNEMPLOYED BY PROVINCE, 2005-2010 34

LIST OF ANNEXURES

ANNEXURE A LIST OF ACCREDITED COURSES, 2005-2010 98

ANNEXURE B AVERAGE TRAINING DAYS PER ACCREDITED COURSE, 2005-2010 101

ANNEXURE C NON-ACCREDITED COURSES WITH AN AVERAGE OF 10 AND ABOVE TRAINING DAYS 104

ANNEXURE D RACE AND GENDER OF BENEFICIARIES 112

ANNEXURE E AGE CATEGORIES OF THE BENEFICIARIES 113

ANNEXURE F HIGHEST QUALIFICATIONS OF BENEFICIARIES 114

ANNEXURE G DURATION OF UNEMPLOYMENT 115

ANNEXURE H ACTIVITIES AND SUPPORT WHILE UNEMPLOYED 116

ANNEXURE I PLACEMENT OF BENEFICIARIES 117

LIST OF ABBREVIATIONS

AATP	Accelerated Artisan Training Programme
ABET	Adult Basic Education and Training
AgriSETA	Agricultural Sector Education and Training Authority
ALMP	Active Labour Market Policy
BBBEE	Broad Based Black Economic Empowerment
DHET	Department of Higher Education and Training
DOE	Department of Education
DoL	Department of Labour
DPW	Department of Public Works
ECA	Electrical Contractors Association
ECD	Early Childhood Development
EPWP	Expanded Public Works Programme
ESSA	Employment Services of South Africa
ESP	Employment Services Practitioner
FET	Further Education and Training
IETI	Industry Education and Training Institute
KATP	Khayelitsha Auto Training Centre/Services
MerSETA	Manufacturing, Engineering and Related Services Sector Education and Training Authority
MIG	Municipality Infrastructure Grant
NDA	National Development Agency
NQF	National Qualifications Framework
NSA	National Skills Authority
NSDS	National Skills Development Strategy
NSF	National Skills Fund
NSFDIS	National Skills Fund Disbursement Information System
PFMA	Public Finance Management Act
PO	Provincial Office
SAICA	The South African Institute of Chartered Accountants
SAICE	South African Institute of Civil Engineering

SAQA	South African Qualifications Authority
SDA	Skills Development Act
SDFW	Social Development Initiatives Funding Window
SETA	Sector Education and Training Authority
SGB	Standard Generating Body
STI	Services Through Integrity

1 ANALYTICAL EXECUTIVE SUMMARY

To date, the impact of the National Skills Fund's (NSF) focus on training for the unemployed is still mostly indeterminate. International studies on the impact of training for the unemployed have reported mixed results. Some of the studies have found that increased employment possibilities result from training, while others have found that participation in public job-training programmes cannot be considered successful for helping people get access to employment. The purpose of this study was to analyse the NSF as a mechanism to address skills development of the unemployed in South Africa.

The general approach to the study was to conduct a statistical overview of the information on training opportunities contained in the National Skills Fund Disbursement Information System (NSFDIS), complemented by five provincial case studies focusing on best practice projects, in order to deepen the perspective on the dynamics of training. A number of pertinent issues had an impact on the design and analysis of this study. First, the impact of the transfer of the NSF from the Department of Labour (DoL) to the Department of Higher Education and Training (DHET) in November 2009, which caused substantial re-arrangements in terms of communication, administration, and management regarding current and future training initiatives. Second, the absence of data in the National Skills Fund Disbursement Information System on the placement of beneficiaries. Third, limitations in terms of project content and data content in records maintained at provincial level.

Taking this background and data limitations into account, an evaluation of the skills development programmes for the unemployed under the NSF was conducted, and the results are presented in this report. Some of the most important trends and strategic issues are highlighted in this analytical summary, so that the reader can gain a quick understanding of the main contribution of the study. We begin with a description of the placement patterns evident from the data analysis and case studies, and then highlight issues for debate in relation to the value of accredited training, the importance of planning and costing sector-specific training, the role of public Further Education and Training Colleges (FETs and mechanisms to accommodate older unemployed people in NSF training.

Meeting targets

NSF training for the unemployed during the National Skills Development Strategy (NSDS) Phase II surpassed the numeric target of 450 000 unemployed to be trained, but it failed to meet the accredited training target of 25% – attaining only 8% instead. Furthermore, only 12% of the unemployed (unemployment figure in March 2005)[1] benefitted from this training between 2005 and 2010. However, the positive placement trajectories reported in the case studies, as well as the general benefits reported by the beneficiaries, are worth mentioning.

[1] Labour Force Survey, March 2005

Placement of beneficiaries

The placement of beneficiaries was investigated through five provincial case studies (a case study consisted of one or more projects). Most of the projects described were examples of best practice. In total 251 telephonic interviews were conducted with beneficiaries on the selected projects. The aggregate outcome of this telephonic survey of beneficiaries is important, even though the beneficiaries were chosen selectively from a very small sample and the findings are, therefore, not generalisable. The placement trajectories represent very positive outcomes in the cases of the selected projects.

The fact that 75% of beneficiaries were placed is highly significant. Excluding KwaZulu-Natal, the projects were reflective of 'best practices'. The following conclusions are important: firstly, these are good placement results, even if randomly selected; secondly, these are good sample projects, which can be replicated in future; and thirdly, the complex institutional conditions for cross-departmental cooperation and state-industry collaboration (which these projects required) were often successfully met, as in the case of Gauteng's Accelerated Artisan Development Project.

The Gauteng case study provides a good example of a project where the training opportunities afforded to beneficiaries lead to the securing of sustainable employment. The Gauteng's Accelerated Artisan Development Project used NSF and UIF funds to address burning issues such as scarce skills, the alignment of skills development strategies, and the promotion of skills development for the unemployed. Furthermore, the project is a good example of a collaborative effort of government and the private sector in terms of developing skills in scarce areas and creating jobs.

There is no doubt that the benefits of this project are most significantly for the beneficiaries. They were all unemployed before being recruited and have been offered a training opportunity that can change their lives. Not only do they obtain a full qualification, but they obtain it in an area where there is a scarcity of skills. This means that their skills will be highly in demand after completion of their training. They will have access to sustainable jobs and be able to increase their earning potential as they gain experience. Some of them may even have the opportunity to become self-employed by establishing their own businesses.

General benefits as evident from the case studies

Although international and local research is not very optimistic about the impact of training programmes for the unemployed, it is generally noted that participation in programmes of this nature does offer skills formation and short-term employment opportunities, and provides participants with some income from work or work-related tasks, as was evident from the case studies.

In the course of the research carried out for this study, the most important group of benefits was seen to be the impartation of technical and generic skills, together with a work opportunity for putting the skills into practice in a real work environment for a period of time. For many unemployed people, the NSF-funded training provided one of the very few means of gaining access to both skills and a first job. Getting a first job is often very difficult and the structure of the training to include job placement provided a means of overcoming that particular hurdle.

At another level, many unemployed people are considered to have lost all hope and motivation for life. People who had the opportunity to participate in the NSF-funded training were given new hope, and the possibility that they could go on to become financially independent. Training has particularly positive effects on the self-esteem of unemployed people, as they gain self-confidence. Some of the feelings and experiences of beneficiaries were reported in beneficiaries' own words in the case studies.

Benefits from the skills training were seen to accrue not only to individuals but also to families and the wider community. Where individuals were able – through their acquisition of technical skills, life skills, business skills and financial-management skills – to move from unemployment to some form of part-time, permanent- or self-employment, income is used to improve the quality of life of direct dependants within the family. Communities also benefit from having a larger pool of locally available skills that they can employ, as well as from having a greater proportion of income earners that spend money on local goods and services.

Accredited training

Close to half a million training opportunities were afforded to the unemployed. Of these only 8% were accredited, however. Moreover, half of the accredited training was in soft skills (accredited training opportunities related to the EPWP infrastructure and environment life skills training). The Minister of the DHET has frequently emphasised that too much money is spent on short courses that provide little lasting benefit to the unemployed in terms of skills formation. In the context of scarce skills in certain technical fields in South Africa this trend is disappointing. The results point out that it was not easy for the Provincial Offices to align the NSF training with the scarce skills or other human resources development strategies.

There can be an array of reasons why the number of accredited training opportunities offered to the unemployed was only a small portion of total training. One possible reason can be the use of private providers instead of public FETs - public FET courses are all accredited. A second reason may be that accredited training is much more expensive than non-accredited training. This may be the case and would have asked for better planning in terms of offering accredited training to the unemployed, even though it would impact on the total number of people receiving training. Nevertheless, it must be highlighted that more than 20 000 beneficiaries received accredited training in technical fields.

Another argument may be that the unemployed did not have the required level of education to pursue accredited training in a technical field. The analysis of the NSFDIS showed that 50% of the beneficiaries had a senior qualification (Grade 11 or Grade 12) and could, with some assistance, have pursued accredited training and a full qualification. The Gauteng case study is a case in point. Because the educational levels of the group of candidates were lower than those normally required, the training provider went the extra mile and spent more time on the preparation of the candidates for entry into apprenticeship training that ultimately led to a full qualification.

Sector-specific training

The analysis of the data per training field shows that a 'one-size-fits-all' approach to national training doesn't work. It is very clear that each field or sector has different requirements with different average per unit costs – the technical fields being the most expensive. For example, manufacturing was the second largest in terms of expenditure, although it was only the sixth largest in terms of the number of training opportunities. This finding shows that sector-specific training must be well planned and costed when large national training endeavours are considered.

Inter-governmental cooperation and government-industry partnership

The Gauteng case study seems to be a strong example of a success story, especially around the theme of inter-governmental cooperation and government-industry partnership in terms of skills development and gainful employment. Furthermore, the Gauteng case study is an immediately obvious example of NSF funds being used to address burning issues. These issues are scarce skills, the alignment of skills development strategies, and the promotion of skills development for the unemployed. This is also a project that gave evidence of the commitment of stakeholders to go the extra mile.

Because the educational levels of this group of candidates were lower than normally required for artisan training, the training provider had to spend more time on the preparation of the candidates before they could commence training; for example, there was a bridging period where the training provider attended to candidates' literacy and numeracy levels. This was done at the cost of the training provider. Only after the bridging phase was completed were candidates ready to start with the artisan training.

One of the most significant features of this project is the collaborative approach that was used. Partnerships were forged between the DoL, the training provider, the employers, and the MerSETA. All the stakeholders had common goals – to take part in a skills development intervention relating to scarce skills; the development of the skills of unemployed people; and creating decent job opportunities for the unemployed. Furthermore, at a macro level the initiative also aligned with the human resources development strategy of the departments and the province. It is also a good example of a skills development initiative that was planned after a needs analysis had been conducted. This case study serves as an example of how a project that train unemployed people could be successfully executed.

Co-ordination and management of projects

The co-ordination and management of NSF training projects for the unemployed posed many challenges. The challenges were related in the main to: timing and delays created by challenging co-ordination and project management (beneficiaries were reported to have 'lost hope' when training did not commence on time); the questionable quality of training in some instances; insufficient monetary compensation of beneficiaries; lack of ongoing mentoring to support self-employment of beneficiaries (beneficiaries expressed the need at some level for ongoing mentoring with self-employment enterprises, after the formal training was completed); the high cost of transport (absorbing most of the stipends trainees received); late payment of stipends; and conditions of placement ignored. However, from the perspective of the DoL officials the NSF framework was very rigid in general and it was not

always easy to initiate projects and ensure their success (the quota system prescribing the number of people on a course is a case in point).

Training older unemployed people

Although the youth is targeted in most of the policies regarding training for the unemployed, the needs of older workers are recognised. The case studies showed that older unemployed people have unique problems. Few of them hold a Grade 12 and many are illiterate and consequently need 'bridging programmes' to improve their general literacy and numeracy skills before they can commence with most training (including vocational education and trainng). The Limpopo and Gauteng case studies are cases in point.

The low educational levels of older beneficiaries required providers to spend extra time in preparing them for their training and making sure that their literacy levels reached a level that would enable them to master the training material. Most of the time the extra time that was spent in the preparation of the beneficiaries was at the training provider's own cost. In future, NSF training should take cognisance of this fact and develop a strategy to accommodate older and less educated unemployed people by providing 'bridging courses' before any technical training starts.

Role of public FETs

The NSFDIS results showed that about R860 million of the NSF was spent on addressing the skills development of the unemployed between 1 April 2005 and 31 March 2010. This pool of NSF funding for the training of unemployed people created a private market of training providers. When funds were cut off, many of these small enterprises shut down. In contrast, as the case studies illustrate, there has been no equivalent involvement of the publicly funded FET colleges. The minister of the DHET has repeatedly promoted the growth of a public FET college system that is responsive to sector-, local-, regional- and national skills needs and priorities.[2] However, the case studies showed that in NSF training private providers were used more often than public FETs. This highlights the role that public FETs can play in future in the training of the unemployed.

There were good reasons why private providers were used by DoL Provincial Offices in NSF training for the unemployed during the 2005 to 2010 period. One of the reasons related to supporting emerging providers in order to contribute to the drive of government to develop SMMEs (the DoL Provincial Offices even oversaw capacity building in this regard). Using private providers was also seen as equitable distribution of business opportunities.

The current drive of government is to enhance training through public FET colleges. However, the use of public and private FETs for NSF training of the unemployed should not be a case of either or. The following questions arise in this regard:

[2] DHET, National Skills Development Strategy (NSDS III), 2010; Budget Vote speech by Minister of Higher Education and Training, 26 May 2011.

- Should there be a partnership between private and public FETs regarding NSF training of the unemployed?
- Do the public FETs have the capacity to be involved in NSF training of the unemployed?
- If not, how do we develop the capacity and provision of public FETs to take part in NSF training of the unemployed?
- How do we build on the expertise of the private providers?
- How do we motivate more private FETs to offer accredited training?

It is necessary to refine the model for the training of the unemployed in order to ensure that they receive quality training that will lead to qualifications and the formation of skills that they can offer to the labour market.

INTRODUCTION

Introduction

South Africa is confronted with the paradox of skills shortages in the workplace and high levels of unemployment. One could easily suppose that within the context of skills shortages unemployment in South Africa would have been addressed by now. However, it is well known that a mismatch exists between the types of skills that are available and those demanded by the economy. The majority of unemployed people are poorly educated and do not hold the skills that employers need in a technologically advanced economy. In order to address this paradox, Government has initiated policy interventions that focus on building a skills base that can provide the different industries with the level and kind of skills that they need for ensuring economic growth.

The National Skills Development Strategy (NSDS) is such a policy. The NSDS was introduced with the specific purpose of addressing the structural deficiencies that exist in the South African labour market and to develop a workforce that is skilled, mobile, and can respond to the modern economic milieu. The NSDS is under-pinned by three key pieces of legislation: The Skills Development Act, 1998 (amended in 2008);[3] the Skills Development Levies Act, 1999;[4] and the Employment Equity Act, 1998.[5] These Acts have different purposes: the Skills Development Act introduced implementing agents for the NSDS; the Skills Development Levies Act established a funding system; and the Employment Equity Act is used to determine the performance of the implementing agents and whether they provide skills development support to members of all social groups equitably. The first phase of the NSDS (NSDS I) was implemented from 2001 to 2005. The second phase of the NSDS (NSDS II) was launched in 2005 and came to an end on 31 March 2011.

The National Skills Fund (NSF)

The NSF was established in 1999 in terms of the Skills Development Act, 1998 and the Skills Development Levies Act, with the main aim of supporting the implementation of the NSDS. The intentions of the Skills Development Act (1998, p2) are described as follows, including the specific reference to the NSF in the fourth bullet:

- To provide an institutional framework to devise and implement national, sector and workplace strategies to develop and improve the skills of the South African workforce;
- To integrate those strategies within the National Qualifications Framework (NQF) contemplated in the South African Qualifications Authority (SAQA) Act, 1995;
- To provide for learnerships that lead to recognised occupational qualifications;
- To provide for the financing of skills development by means of a levy-grant scheme and a National Skills Fund;

[3] Skills Development Act, No 97 of 1998.

[4] Skills Development Levies Act, No 9 of 1999.

[5] Employment Equity Act, No 55 of 1998.

- To provide for and regulate employment services; and
- To provide for matters connected therewith.

Eighty per cent of the funds collected through levies are divided between the SETAs and the remaining 20% is allocated to the NSF to fund skills development areas of national priority. Other sources of income for the NSF are the following (Skills Development Act (SDA), 1998, p.30): the skills development levies collected and transferred to the NSF in respect of those sectors in which there are no SETAS; money appropriated by Parliament for the NSF; interest earned on investments; donations to the NSF; and money received from any other source. According to the SDA 1998, the money in the NSF may only be used for the projects identified in the NSDS as national priorities or for such other projects related to the achievement of the purposes of this Act as the Director-General determines.

The NSF started receiving its 20% of levy income from the year 2000. The first NSDS for 2001 to 2005 provided a framework within which the NSF was to execute its mandate. In order to achieve the objectives related to the national priorities set out in the NSDS 2001 to 2005 the Director-General of Labour approved the Strategic Projects Model as an operational framework for the NSF (DoL, 2006). The Strategic Projects Model is not a Funding Window but rather an implementation model that allows the use of integrated projects for achieving goals and targets set for the NSF in the NSDS. The model uses the criteria and budget across a number of selected Funding Windows and is primarily targeted at projects from provincial governments.

The National Skills Funding Windows or programmes are agreed to with the National Skills Authority (NSA). (The NSA covers in one of its functions the provision of a strategic framework and criteria for allocation of funds from the NSF.[6]) These Funding Windows are mainly decided in accordance with the national skills development priorities as set out by the NSDS and provide a framework for budgeting and annual target setting. Objective 3 of the NSDS II (2005 to 2010) was defined as "the promotion of employability and sustainable livelihoods through skills development". Indicator 3.1 referred to this objective and reads as follows:[7]

> By March 2010, at least 450 000 unemployed people are trained. This training should incrementally be quality assured and by March 2010 no less than 25% of the people trained undergo accredited training. Of those trained at least 70% should be placed in employment, self-employment or social development programmes (including the Expanded Public Works Programme (EPWP)), or should be engaged in further studies. Placement categories each to be defined, measured, reported and sustainability assessed.

The lever through which this should be achieved is the NSF Social Development Funding Window (SDFW), including EPWP grants.

Table 1 below shows all the NSF Funding Windows according to the NSDS II, the proportions of the budget allocated to each Funding Window, as well as the NSDS indicators attached to each of the

[6] Skills Development Amendment Act, No 37 of 2008.

[7] National Skills Development Strategy, 1 April 2005 to 31 March 2010.

Funding Windows. For the 2005 to 2010 period more than a third (37%) of the NSF budget is allocated to the SDFW, indicating the commitment of Government to provide training opportunities to the unemployed.

Table 1 NSF Funding Windows for 2005 to 2010

No	NSF Funding Window	% Budget 2005-2010	NSDS Indicators	
1	Social Development Initiatives (including EPWP)	37%	Indicator 3.1	
2	ABET for Unemployed People	12%	Indicator 3.3	
3	Critical Skills Support	25%	Indicators 1.2 & 4.1	
4	Provisioning Support	4%	Indicators 5.3	
5	Industry Support Programme	5%	Indicator 2.3 & Job Summit Agreement	
6	Informal Sector Support	5%	Indicators 3.2; 4.3 & 5.2	
7	Constituency Capacity Building & Advocacy	3%	Indicator 5.4	
8	Special Projects	4%	NSDS Principles	
9	Discretionary & Innovation Projects	5%	SDA	
10	Strategic Projects		Integrated projects	

Source: National Skills Fund, report to Portfolio Committee Higher Education and Training, 2010.

One of the key national priorities outlined in the NSDS II is to reduce unemployment and under-employment through social development. The SDFW relates to this priority and it was the only window that allocated funds to the DoL for training projects. The training projects were operational through the Provincial Offices (POs) of the DoL.

The POs of the DoL had an established delivery model based on evaluating project-linked training applications against set criteria. The said criteria included considerations around whether the proposed project, which the training targeted, was part of the Provincial Skills Plan, the Integrated Rural Development Strategy, the Urban Renewal Strategy, the Local Economic Development Strategy and whether the beneficiaries would be placed in such projects once training was completed.

The Operational Manual[8] of Employment Services of the DoL provides the guidelines for execution of NSF projects under the SDFW. The manual states that social development interventions are designed to offer opportunities to the following beneficiaries:

[8] Operational Manual, April 2009, Employment Services: Social Development Initiatives Funding Window.

- Unemployed and underemployed[9] people, who are to be assisted through provincial and local skills development programmes;
- Retrenched workers, who are to be assisted through the social plan programme; and
- Prisoners, who are to be assisted through the prisoner training programmes.

Within the SDFW funds could be allocated to the following training types:

- Learnerships that have been registered by a SETA with the DoL;
- Skills programmes that contribute towards credits towards a qualification registered in terms of the NQF;
- Short courses that have been registered with the DoL and SAQA; and
- Short courses that are not registered with SAQA but that address high-priority skills or development or social needs for which there is no equivalent.

Funds were allocated to skills development interventions only under the strict condition that 70% of the people who were trained could be placed after completion of the training. According to the Operational Manual,[10] placement conditions were as follows:

- Within two months after completion of the training a person must have been placed for a minimum period of three months.
- Placement options were:
    - Working on a social development project;
    - Employed in the formal sector;
    - Self-employed; and
    - Having a learnership agreement with an employer.
- Placement must have been found before the training starts.

In the context of Indicator 3.1 of the NSDS II placement is described as placement in the following opportunities:

- Employment;
- Self-employment;
- Social development programmes (including EPWP); and
- Further studies.

[9] People who are already working on projects, but who need additional skills (Operational Manual, April 2009, Employment Services: Social Development Initiatives Funding Window, p.15).

[10] Operational Manual, April 2009, Employment Services: Social Development Initiatives Funding Window.

Impact of training for the unemployed

To date, the effect or impact of the NSF as an Active Labour Market Policy (ALMP) in South Africa is still mostly indeterminate. International studies that were scrutinised in the literature review referring to the impact of training for the unemployed reported mixed results. Some of the studies found increased employment probabilities while others found that participation in public job-training programmes did not help the unemployed regain access to the labour market and, as such, this type of programme cannot be considered successful. Particular concerns are raised about the overall effect of the training programmes for the unemployed. These concerns are the following: the re-integration of beneficiaries in the labour market following their participation in the programme; the return of beneficiaries to unemployment at the end of the programme; the locking-in effect resulting in decreasing of labour mobility; and the effect on earnings (Calmfors, 1994; Richardson and van der Berg, 2001; Regnér, 2002; Bergeman et al., 2004; Munch & Skipper, 2005; Hujer et al, 2006; Lechner & Wunsch, 2007; Cueto & Mato, 2009; Rosholm & Skipper, 2009). One of the significant conclusions is that ALMPs do not solve unemployment if there are deep structural problems in a labour market. In terms of the effect of these programmes on the earning potential of participants it was mostly found in the applicable studies that were scrutinised that the programmes did not improve the employment chances or earnings of participants.

In South Africa the EPWP review for the 2005 to 2010 period written by the Department of Public Works (2009)) reported some positive aspects about the programme. An evaluation study by McCord (2008) found less positive results than the DPW report. According to McCord, the outcome or impact of the EPWP was not successful with regard to skills formation or sustainable employment opportunities for participants. However, it is noted that participation in those programmes does offer some short-term employment opportunities and provides participants with some income from work or work-related tasks.

Against this background the purpose of the case studies that were undertaken in this study was an attempt to conduct a form of qualitative descriptive research. The case study methodology was used in order to look more closely at a small group of participants or beneficiaries, and draw conclusions about that specific group and only in the specific context of the projects they were involved in. It is important to emphasise that the method of case studies does not focus on the discovery of generalisable trends nor does it typically look for cause-effect relationship; instead, emphasis is usually placed on exploration and description.

Pertinent contextual issues when analysing the NSF

In the context of this study analysing the NSF as a mechanism to address skills development of the unemployed two major issues are pertinent. The first issue that impacts is the transfer of the NSF from the DoL to the DHET. In November 2009 the Minister of Higher Education and Training took over the administrative responsibility for the Skills Development Act and the Skills Development Levies Act following Proclamation no 56 of 4 September 2009. The NSF and other skills development units were

transferred from the DoL to the new DHET. The impact of the decision in 2009 can be seen in the decrease and eventual termination of training for the unemployed under the NSF.

The second issue pertinent to the analysis is that the implementation of training projects has been problematic at provincial level. This was discovered when case studies were conducted in five provinces. In KwaZulu-Natal fraud in respect of the disbursement of NSF funds was a massive challenge and, because of this, training in the province was stopped mid-2008. All projects selected for the case study in the province were thus prior to this date. Owing to the time period that had passed since the projects were undertaken, the number of projects that were undertaken at the time, and also possibly the challenges around fraud, it is unsurprising that the Employment Services Practitioner (ESP) that was interviewed tended to speak of the projects in very general rather than specific terms.

It is against such challenges that the final report presents an evaluation of the skills development programmes for the unemployed under the NSF. The general approach of the study was to conduct a statistical overview of the information contained in the National Skills Fund Disbursement Information System (NSFDIS) and provincial case studies including a small purposive survey of beneficiaries.

DESIGN AND METHODOLOGY OF THE NSF STUDY

The main aim of the NSF study was to determine the impact of NSF projects overseen by the Labour Offices of the DoL (i.e. projects that fall under the Social Development Initiatives Funding Window (SDFW) for which the Labour Offices of the DoL were the disbursing agents) on the placement of unemployed learners in the different provinces. When the research was initially planned it was decided that the study should consist of three phases: a scoping exercise to scrutinise the existence and format of relevant data; a desktop analysis of the NSFDIS data to provide information on the beneficiaries in terms of the training opportunities that were afforded to them and whether they were placed or not; and in-depth case studies of NSF-funded projects to elicit more details of the training afforded to beneficiaries. Initially it was planned that in terms of the case studies all the NSF projects in the NSFDIS system that fall under the SDFW, for which the DoL Provincial Offices (POs) were the disbursing agents, would form the sampling framework from which a number would be selected.

Scoping exercise and learning about data challenges

The purpose of the scoping exercise was twofold: a) to investigate the existence of and access to relevant data in order to conduct a statistical analysis of the data; and b) to conduct a literature search in the field of training and placement through similar projects (training for the unemployed) or endeavours and to clarify and define related concepts such as the different categories of placement for this study. In order to investigate the existence of and access to relevant data meetings were held with relevant stakeholders such as DoL officials at the head office in Pretoria, DoL officials at three Labour Centres in Limpopo, Gauteng-South, and Gauteng-North, and Department of Higher Education and Training (DHET) officials in the NSF unit.

However, during the scoping exercise it became clear that there were major data limitations and challenges of which the major one was the absence of placement data in the NSFDIS system. The implication of the absence of placement data in the NSFDIS system meant that placement trends could not be reported. Furthermore, the data in the NSFDIS system refer to training opportunities afforded; i.e. a single person could have had access to more than one training opportunity. The delay in getting access to the NSFDIS data also had an impact on the selection of projects for the case studies (the projects in the NSFDIS could not be used as a sample framework).

Another limitation was the capacity challenges in terms of project and data management on the ground which prevented the case studies from being executed as initially planned. The limitations in terms of project and data content and management at Labour Offices caused major challenges for the researchers in terms of conducting the case studies (discussed under the case study section below).

Statistical analysis of NSFDIS data

The purpose of the desktop analysis was to do a statistical analysis of the information of DoL based NSF projects conducted over the 2005 to 2010 period. The NSFDIS data was used for this analysis. The NSFDIS has been developed to support the functions of the NSF and the data system has two main purposes; a disbursement and management information purpose.[11] As a disbursement system the following functions are applicable:

- Processing and effecting payment of claims for training and other services;
- Testing and measuring the claims against contracts for training and other services;
- Ensuring that the training is demand driven by linking the contracts to skills needs; and
- Reducing or limiting the possibilities of fraud and supporting investigations of fraud.

As a management information system the following functions are applicable:

- Supporting the management of the finances, objectives and outputs of the NSF;
- Supporting proper control over the budgets of the NSF;
- Supporting the efficient management of projects by disbursing agents;
- Supporting the efficient management of contracts by disbursing agents;
- Supporting the application and verification of the business rules of the NSF;
- Supplying the management of the NSF and disbursing agents with statistics and reports;
- Supplying the management of the NSF with performance information on disbursing agents and service providers; and
- Supporting quantitative and qualitative analysis of objectives and outputs.

In the light of the absence of data on placement, the analysis mainly describes the scope and nature of the NSF training activities through the 10 DoL Provincial Offices: Eastern Cape; Gauteng South; Gauteng North; KwaZulu-Natal; Limpopo; Mpumalanga; Northern Cape; North West; and Western Cape.

[11] Condensed NSFDIS User Manual, November 2003.

Case studies of NSF-funded projects

Selection of provinces and projects

The methodology for selecting provinces and projects changed after the insights that were gained from the scoping exercise. Five provinces were selected with the assistance of the DoL on the basis of the knowledge of the level and type of activity in that region. The provinces were Limpopo, Eastern Cape, Gauteng South, KwaZulu-Natal and the Western Cape. Limpopo, Eastern Cape and KwaZulu-Natal were selected to provide information on NSF training and placement of beneficiaries in social development programmes in rural and urban areas. Gauteng South and the Western Cape were selected to provide information on NSF training of beneficiaries that led to their placement in formal employment opportunities in urban areas.

It was decided to visit one of the labour centres in a province (Jane Furse in Limpopo) prior to the commencement of the case studies. This was planned in order to determine what the process would entail regarding the selection of projects, the selection of beneficiaries, and the arrangement of appointments for the face-to-face interviews with training providers and employers. Two DoL officials at the Labour Centre were interviewed to obtain all the relevant information. It was clear that the selection of projects was going to be a challenge. Various factors had to be taken into consideration.

After the selection of the five provinces the researchers visited the five Provincial Offices of the DoL in order to select projects. Projects were selected from hard copy files that were made available to the researchers. Projects were selected according to the following criteria:

- The project files must contain the names and telephone numbers of beneficiaries (in order that telephonic interviews could be conducted);
- The training provider(s) that was/were involved in the project(s) had to be accessible;
- The employer(s) that was/were involved in the project(s) had to be accessible; and
- Enough projects had to be selected to meet the target of 50 beneficiaries per case study.

In total 13 projects were selected in the five provinces (see Table 2) – three in the Eastern Cape, four in KwaZulu-Natal, two in Limpopo, three in the Western Cape, and one in Gauteng. Most of the beneficiaries were placed in the projects, except for beneficiaries of the NSF/UIF (Unemployment Insurance Fund) Artisan Development Project in Gauteng and the beneficiaries of the KATP/STI (Khayelitsha Auto Training Centre/Services Through Integrity) and Electrical Contractors Association Projects in the Western Cape. Beneficiaries of these projects were placed at employers in the private sector.

Table 2 Number of projects per case study

Province	Year	Name of Project	Location
Eastern Cape	09/10	Duncan Village Housing Project	Mdantsane
	06/07, 07/08, 09/10	The Hope Factory	Port Elizabeth
	09/10	Masihlume-Magwali Project	Hogsback
Kwa-Zulu Natal	07/08	Mabedlana Water and Sanitation Project	Mabedlana
	07/08	Ntukuso Water and Sanitation Project	Ntukuso
	06/07	Zamani 2B Water and Sanitation Project	Zamani
	07/08	Georgedale Water and Sanitation Project	Georgedale
Limpopo	06/07	Hlabologang Bakery	Ga-Masemola Mabedlana
	09/10	Early Childhood Development Sekhukhune	Sekhukhune
Western Cape	06/07	KATP/ICT	Khayelitsha
	07/08	Electrical Contractors Association	Cape Town
	06/07, 07/08, 08/09/ 09/10	Bambanani School Project	Cape Town
Gauteng	09/10	NSF/UIF Artisan Development Project	Johannesburg

Interviews with beneficiaries and stakeholders

A multi-lingual fieldwork team conducted telephonic interviews with beneficiaries. In order for the fieldwork team to conduct telephonic interviews with the beneficiaries the researchers had to fax the Placement Verification Reports of the selected projects to the fieldwork team in Pretoria. In some cases the researchers had to prepare a list in an MS Word format containing the names and contact details of the beneficiaries. In most instances (except in Gauteng) the researchers had to select multiple projects in order to reach the target of 50 beneficiaries per case study. Two researchers conducted face-to-face interviews with training providers and employers, DoL officials, and other stakeholders in the five provinces.

Table 3 below shows the interviews that were conducted. In total 301 interviews were conducted. The majority (251) of the interviews were telephonic interviews conducted with beneficiaries of the projects.

The remainder of the interviews were face-to-face interviews with staff members of training providers (12), employers (20), DoL Provincial Offices and Labour Centres (16) and other stakeholders (2).

Table 3 Interviews conducted with beneficiaries, training providers, employers and DoL officials

Province	Beneficiaries	Training Providers	Employers	DoL	Other	Total
Limpopo	54	2	3	3		62
Gauteng	46	1	8	2	2	59
KwaZulu-Natal	56	3	2	1		62
Eastern Cape	54	2	3	3		62
Western Cape	41	4	4	7		56
Total	**251**	**12**	**20**	**16**	**2**	**301**

Limitations of and challenges to the case studies

Although electronic lists of the names of projects were provided by some provinces, researchers had to select final projects by going through hard copy files. Projects had to be selected on the following basis: the project files had to contain the names and telephone numbers of beneficiaries (for the purpose of conducting telephonic interviews); the training providers that were involved in the projects had to be accessible; the employers that were involved in the projects had to be accessible; and enough projects had to be selected so that the target of 50 beneficiaries per case study could be met.

In many cases contact details for beneficiaries did not exist. In some instances the researchers had to compile lists of beneficiaries from the files (in the case where the name and contact details for each beneficiary[12] was on a single sheet of paper). This was necessary in order to fax the compiled lists to the fieldworkers who conducted the telephonic interviews with the beneficiaries. Another major challenge in this regard was that the contact details of beneficiaries were outdated. Many telephone numbers were not operational. In some instances researchers had to go back to a region to select extra projects after the fieldworkers had exhausted the initial lists of beneficiaries and had not got hold of the targeted 50 people. Just the same, the target of 50 beneficiaries was not reached in the Western Cape and Gauteng. However, 251 beneficiaries were contacted in total. More than 50 beneficiaries were interviewed in the other three provinces to make up for the shortfall in the Western Cape and Gauteng.

Other challenges encountered related to the scale of information available on projects. It was often found that project files contained insufficient information on projects, which made it difficult for the researchers to get a full sense or picture of the training initiative. In addition, DoL officials could not

[12] For the purpose of this report a "beneficiary" refers to a person who was offered an NSF-funded training opportunity.

always remember the details of especially the older projects; or the DoL officials who were responsible for certain projects had left the service of the department. Much less provincial background information was available at the provincial Labour Offices than was initially anticipated.

NATURE AND STRUCTURE OF THE REPORT

This report provides an analysis of NSF training over the 2005 to 2010 period, taking the limitations and challenges discussed in the previous section into account. It consists of three parts.

Part 1 is called *Mapping NSF Projects for the Unemployed* and provides a descriptive analysis of the NSFDIS data. The analysis provides information on the expenditure on training opportunities, the type of training afforded to beneficiaries through sub-programmes, projects and courses. It further looks at the magnitude of the training in terms of the number of training opportunities afforded, the number of accredited training oppportuinties afforded, and the number of training days afforded. A profile of participants in terms of gender, race, age, and educational level is also offered.

Part 2 is called *Analysing Skills Development Projects in Key Provinces* and contains the in-depth provincial case studies that were conducted in the five selected provinces. Each case study commences with a detailed description of each of the projects. The bulk of each case study provides a synthesis of stakeholders' views in relation to: project management and co-ordination; training provider benefits and challenges; employer benefits and challenges; and beneficiary benefits and challenges. The perceptions of beneficiaries regarding the value the NSF training are also reported. Each case study ends with a brief conclusion. A summary of placement outcomes is also provided.

Part 3 presents a general conclusion on the 'impact' of skills development interventions for the unemployed based on the evidence presented in the statistical analysis, the case studies and the beneficiary interviews.

PART 1: MAPPING NSF PROJECTS FOR THE UNEMPLOYED

INTRODUCTION

Part 1 of the report provides an analysis of the NSFDIS data of the total population of beneficiaries of NSF training under the Social Development Funding Window for the 2005 to 2010 period, including the EPWP. Analysis is provided in terms of expenditure, number of beneficiaries, and type of training afforded. A demographic profile of the beneficiaries provides information about their gender, race, age and educational levels. As explained in the methodology section the data in the NSFDIS system refer to training opportunities afforded; i.e. a single person could have had access to more than one training opportunity.

A total number of 494 001 training opportunities were afforded to unemployed people. The training was accomplished through 5 928 projects overseen by the ten Provincial Offices.

1. EXPENDITURE

1.1 Total Expenditure

The expenditure analysis in this section only includes contracts that were registered and payments that were made between 1 April 2005 and 31 March 2010 (this figure may therefore differ from expenditure figures that include contracts registered before 1 April 2005 and payments made after 31 March 2010).

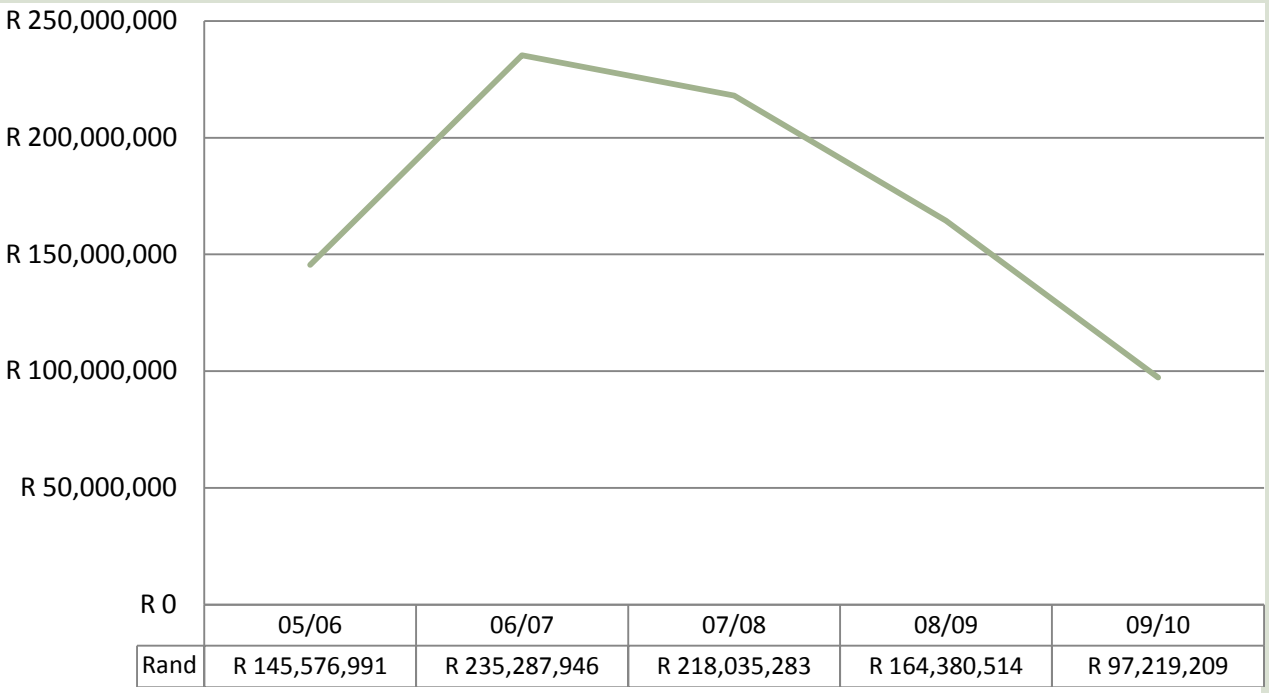
In total about R860 million (R 860 499 943) were spent on training between 2005 and 2010 (see Figure 1). Thirteen per cent (R 110 318 203) of the total amount had been spent on accredited training. Most of the money was spent during the 2005/2006 to 2008/2009 period. In November 2009 the Minister of Higher Education and Training took over the administrative responsibility for the Skills Development Act and the Skills Development Levies Act following Proclamation no 56 of 4 September 2009. The NSF and other skills development units were transferred to the new DHET. This explains the decline in expenditure by the DoL Provincial Offcices after 2008/2009.

In 2010 the members of the portfolio committee for Higher Education and Training aired their concern about the under spending and poor performance of the NSF.[13] The concern was raised that in a country that had a shortage of skills, it was unacceptable that the NSF was not spending the funds it had. Their feeling was that there had been no alignment between national, provincial and local strategies on skills development.

During the briefing session it was explained that at the beginning of the 2009/10 financial year the NSF had a balance of R4,1 billion. By the end of April 2009 it had received an income of R1,9 billion, which brought its total to R6,1 billion. If the expenses for the 2005 to 2010 period are subtracted it shows that the fund had a huge surplus. According to the DHET about R2,5 billion have to be subtracted as it was used for projects being carried over. The remaining amount of about R2,7 billion was still uncommitted

[13] National Skills Fund and National Skills Authority: briefing on budget and strategic plans 2010/11 (21 Apr 2010).

in 2010. However, during the case studies it became clear that the planning and registration of many projects and contracts were very difficult and cumbersome.

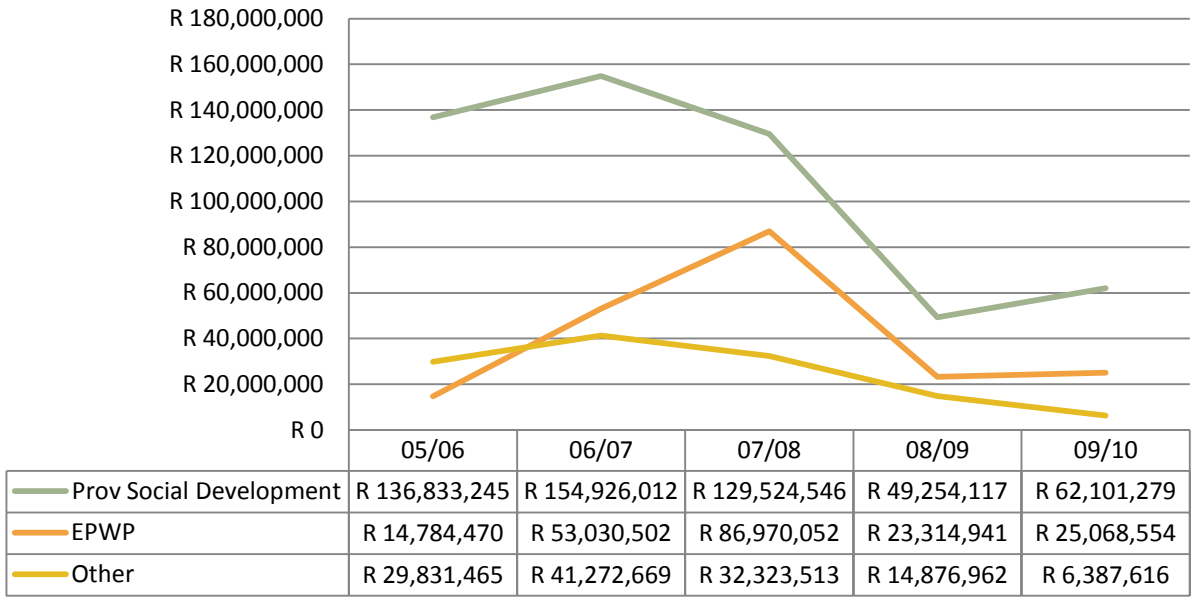


	05/06	06/07	07/08	08/09	09/10
Rand	R 145,576,991	R 235,287,946	R 218,035,283	R 164,380,514	R 97,219,209

Figure 1 Expenditure, 2005-2010
Source: Calculated from the NSFDIS

1.2 Expenditure per sub-programme

Figure 2 below (see also Table 4) shows the expenditure per sub-programme for the 2005-2010 period. Close to two thirds (61.9%) of the expenditure was on the provincial social development sub-programme while almost a quarter (23.6%) on the EPWP sub-programmes. Under the provincial social development sub-programme expenditure peaked in 2006/2007 (R 154 926 012) and declined from 2007/2008 onwards. The same trend is noticed for the other sub-programmes. Under the EPWP sub-programmes expenditure peaked in 2007/2008 after which a decline is also noticed.



	05/06	06/07	07/08	08/09	09/10
Prov Social Development	R 136,833,245	R 154,926,012	R 129,524,546	R 49,254,117	R 62,101,279
EPWP	R 14,784,470	R 53,030,502	R 86,970,052	R 23,314,941	R 25,068,554
Other	R 29,831,465	R 41,272,669	R 32,323,513	R 14,876,962	R 6,387,616

Figure 2 Expenditure per sub-programme, 2005-2010
Source: Calculated from the NSFDIS

Table 4 Expenditure per sub-programmes, 2005-2010

Year	Prov Social Development		EPWP		Other		Total	
	Rand	% of total	Rand	% of total	Rand	% of total	Rand	% of total
05/06	R 136 833 245	25.7	R 14 784 470	7.3	R 29 831 465	23.9	R 181 449 180	21.1
06/07	R 154 926 012	29.1	R 53 030 502	26.1	R 41 272 669	33.1	R 249 229 183	29.0
07/08	R 129 524 546	24.3	R 86 970 052	42.8	R 32 323 513	25.9	R 248 818 110	28.9
08/09	R 49 254 117	9.2	R 23 314 941	11.5	R 14 876 962	11.9	R 87 446 020	10.2
09/10	R 62 101 279	11.7	R 25 068 554	12.3	R 6 387 616	5.1	R 93 557 450	10.9
Total	**R 532 639 198**	**100.0**	**R 203 168 519**	**100.0**	**R 124 692 226**	**100.0**	**R 860 499 943**	**100.0**

1.3 Expenditure per province

Table 5 shows the expenditure per Provincial Office. Almost half (47.6%) of the total was spent by three of the Provincial Offices: Gauteng South (19.6%), the Eastern Cape (15.9) and the North West (12.1%). Although the NSF was only transferred to the DHET in November 2009 a decline in expenditure is already noticeable for all the provinces in 2008/2009. According to the DoL Implementation Report of 2008/2009, the reason for the decline in training activities had to do with a "process of aligning provider procurement practices with National Treasury prescripts".[14] In addition the Western Cape indicated that it would not have been possible to train all the staff on the new operations manual in time.

[14] DoL, Implementation Report, 2008/2009: p.34.

Table 5 Expenditure per Provincial Office, 2005-2010

PO	05/06	06/07	07/08	08/9	09/10	Total	% of Total
EC	R 28 350 291	R 33 512 171	R 37 611 654	R 16 254 296	R 20 935 952	R 136 664 363	15.9
FS	R 9 841 071	R 16 690 503	R 23 154 288	R 12 360 520	R 3 110 144	R 65 156 526	7.6
GP North	R 15 499 587	R 19 077 351	R 15 358 595	R 7 324 251	R 214 409	R 57 474 193	6.7
GP South	R 26 320 318	R 41 326 871	R 41 908 821	R 16 358 766	R 43 102 218	R 169 016 994	19.6
KZN	R 22 684 561	R 20 577 420	R 18 818 243	R 5 799 372	R 62 952	R 67 942 548	7.9
LP	R 14 335 578	R 23 647 867	R 22 260 021	R 3 949 354	R 5 548 291	R 69 741 111	8.1
MP	R 18 058 465	R 21 806 670	R 23 628 026	R 5 244 402	R 4 885 372	R 73 622 935	8.6
NW	R 22 686 671	R 40 255 846	R 24 930 526	R 10 404 259	R 5 571 459	R 103 848 761	12.1
NC	R 6 650 144	R 6 386 713	R 18 203 748	R 4 790 676	R 10 126 652	R 46 157 933	5.4
WC	R 17 022 494	R 25 947 771	R 22 944 189	R 4 960 124		R 70 874 579	8.2
Total	**R 181 449 180**	**R 249 229 183**	**R 248 818 110**	**R 87 446 020**	**R 93 557 449**	**R 860 499 943**	**100.0**

1.4 Expenditure: projects and training opportunities

Table 6 provides a summary of the number of projects, the number of training opportunities afforded, as well as the total expenditure for each Provincial Office over the 2005 to 2010 period. It is interesting to note that 1 358 (23%) of the projects were operational in the Eastern Cape and that the Eastern Cape afforded more training opportunities than the other provinces (92 161: 19%), using 16% of the total amount spent. This aligns with the dire circumstances in the Eastern Cape, a province which has one of the highest unemployment rates of all the provinces. It seems that the DoL Provincial Office in the Eastern Cape made a considerable effort to offer training opportunities to as many unemployed people as possible. In contrast, only 482 (8%) of the projects were operational in Gauteng South. However, 78 725 (16%) of the training opportunities were overseen by this Provincial Office, using 20% of the total amount spent.

Looking at these two provinces it is noticeable that the average expenditure per single training opportunity in the Eastern Cape was R1 483 compared to R2 147 in Gauteng South. There can be an array of reasons (such as the cost of specific training at different training providers) for this trend, but one of the reasons can also be the difference in the nature of the training. A case in point is the Gauteng South case study (see Section 2 in Part 2). The training offered in the NSF/UIF Artisan Development Project that was selected in Gauteng South entailed artisan training, which is much more expensive in terms of duration and nature of training than the projects, for example, in the Eastern Cape (see Section 1 in Part 2). Furthermore, in terms of a cost-benefit perspective the training offered through the NSF/UIF Artisan Development Project provides excellent employment opportunities to beneficiaries. Although an exercise like this (conducting real cost-benefit analyses of the projects) is not feasible because of the scale of the projects, it will be interesting to compare a project such as the NSF/UIF Artisan Development Project with, for example, the Duncan Village or any other projects in the Eastern Cape.

Table 6 Number of projects, training opportunities and total expenditure per Provincial Office, 2005-2010

Provincial Office	Number of Projects	% of Total	Number of training opportunities	% of Total	Expenditure	% of Total	Average expenditure per single training opportunity
EC	1 358	22.9	92 143	18.7	R 136 664 363	15.9	R 1 483
FS	740	12.5	40 385	8.2	R 65 156 526	7.6	R 1 613
GP North	366	6.2	29 676	6.0	R 57 474 193	6.7	R 1 937
GP South	482	8.1	78 709	15.9	R 169 016 994	19.6	R 2 147
KZN	413	7.0	31 817	6.4	R 67 942 548	7.9	R 2 135
LP	665	11.2	50 571	10.2	R 69 741 111	8.1	R 1 379
MP	636	10.7	47 643	9.6	R 73 622 935	8.6	R 1 545
NW	445	7.5	54 852	11.1	R 103 848 761	12.1	R 1 893
NC	342	5.8	27 834	5.6	R 46 157 933	5.4	R 1 658
WC	481	8.1	40 371	8.2	R 70 874 579	8.2	R 1 756
Total	**5 928**	**100.0**	**494 001**	**100.0**	**R 860 499 943**	**100.0**	R 1 742

1.5 Expenditure: training fields and courses

Table 7 reports that more than a quarter (28.7%) of the expenditure was for courses in the building industry, a fifth (19.5%) for courses in manufacturing and assembly processes, 14.6% for courses in the services field and 10.5% in agriculture. Training in the technical fields was the most expensive. For example, although manufacturing is second largest in terms of expenditure, it is only the sixth largest in terms of the number of training opportunities. This is because the manufacturing training unit is more expensive. The average cost per training opportunity in the manufacturing field was R4 356, in the

motor industry field R 3 618, driver training was R3 516, building and construction training R2 943, compared to only R336 for training in the security field.

Table 7 Expenditure per broad field, 2005-2010

Broad field[15]	Expenditure	% of total	Training opportunities	% of total	Average cost per training opportunity
Building and construction	R 247 220 696	28.7	83 996	17.0	R 2 943
Manufacturing and assembly processes	R 167 897 148	19.5	38 545	7.8	R 4 356
Services	R 125 919 626	14.6	106 410	21.5	R 1 183
Agriculture	R 90 399 756	10.5	87 527	17.7	R 1 033
Administration and management	R 68 680 898	8.0	53 817	10.9	R 1 276
Capacity building	R 64 715 452	7.5	79 923	16.2	R 810
Motor industry	R 45 542 865	5.3	12 588	2.5	R 3 618
Arts and crafts	R 16 542 960	1.9	9 086	1.8	R 1 821
Computer	R 13 623 939	1.6	7 571	1.5	R 1 799
Entrepreneurial	R 7 768 907	0.9	8 359	1.7	R 929
Driver training	R 7 552 561	0.9	2 148	0.4	R 3 516
Occupational health and safety	R 1 605 453	0.2	1 039	0.2	R 1 545
Literacy	R 1 626 315	0.2	1 425	0.3	R 1 141
Communication	R 996 012	0.1	356	0.1	R 2 798
Security	R 407 354	0.0	1 211	0.2	R 336
Total	**R 860 499 943**	100.0	**494 001**	**100.0**	R 1 742

2. TRAINING

2.1 Total training opportunities

A total number of 494 001 training opportunities were afforded to unemployed people. Figure 3 (also see Table 8) shows the distribution of training opportunities for the five-year review period. A significant decline in training is noticed from year 2007/2008 to 2008/2009. The reasons for the decline in training activities were already mentioned in Section 1.3 (the process of aligning provider procurement practices with National Treasury prescripts and the difficulty of training staff on the operations manual). The fact that the NSF was transferred to the DHET in November 2009 explains the rest of the low training activity for 2009/2010.

[15] Broad fields were compiled from the NSFDIS list of fields.

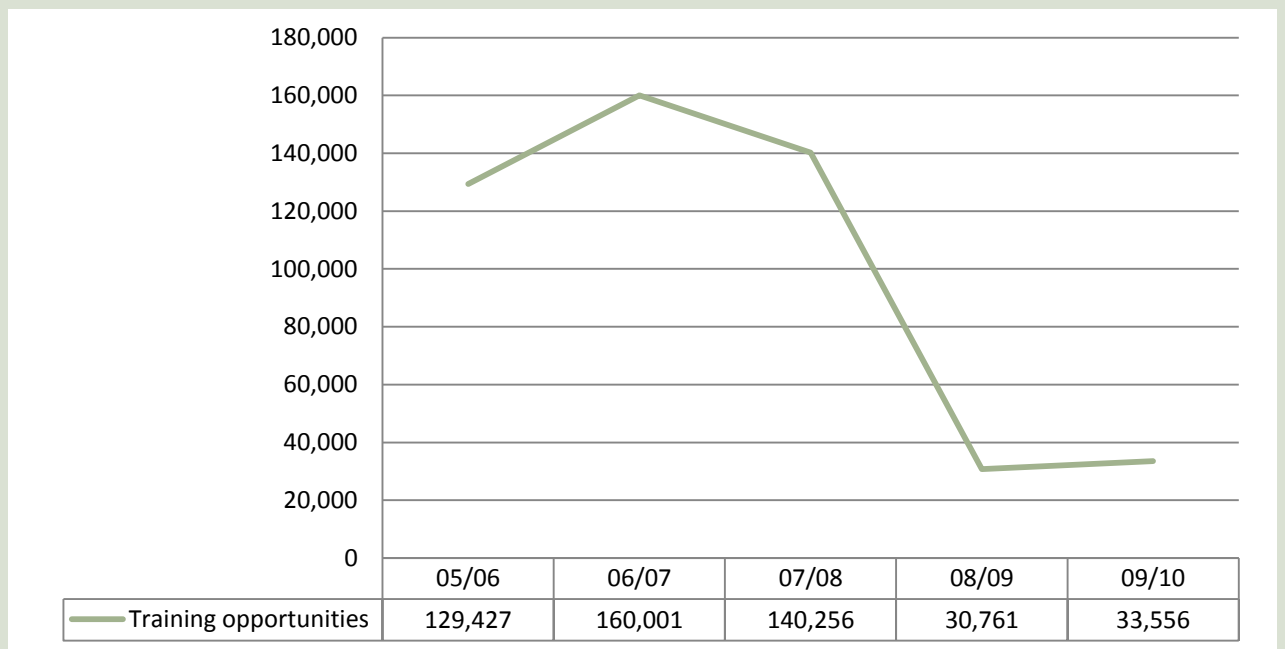


Figure 3 Training opportunities, 2005-2010
Source: Calculated from the NSFDIS

Table 8 Training per Provincial Office, 2005-2010

Provincial Office	05/06	06/07	07/08	08/09	09/10	Total
EC	35 455	26 250	19 160	5 209	6 069	92 143
FS	7 237	11 277	14 179	6 362	1 330	40 385
GP North	8 560	10 074	8 801	2 184	57	29 676
GP South	15 154	23 322	21 476	5 040	13 717	78 709
KZN	10 403	10 027	9 761	1 602	24	31 817
LP	11 459	19 476	16 142	984	2 510	50 571
MP	13 749	17 482	13 471	1 437	1 504	47 643
NW	11 719	21 516	13 560	4 740	3 317	54 852
NC	5 629	4 600	10 908	1 669	5 028	27 834
WC	10 062	15 977	12 798	1 534		40 371
Total	**129 427**	**160 001**	**140 256**	**30 761**	**33 556**	**494 001**

2.2 Projects

A total number of 5 928 projects were registered and executed by the nine Provincial Offices over the five-year review period. Figure 4 shows the decline in project activity from 2008/2009 onward. In 2007/2008 over 2 000 projects were operational compared to only 190 in 2009/2010. Table 9 shows the number of projects that were operational over the five-year period for each of the Provincial Offices. No projects were operational in the Western Cape in 2009/2010, while only one project was operational in

Gauteng North and KwaZulu-Natal respectively. The Northern Cape was the most active with 51 projects still running in 2009/2010.

Figure 4 Number of projects, 2005-2010
Source: Calculated from the NSFDIS

Table 9 Projects per Provincial Office, 2005-2010

Provincial Office	05/06	06/07	07/08	08/09	09/10	Total
EC	428	470	458	108	20	1 484
FS	255	256	252	124	18	905
GP North	172	163	110	23	1	469
GP South	129	168	176	54	33	560
KZN	161	129	141	39	1	471
LP	201	281	194	32	14	722
MP	188	227	229	38	29	711
NW	122	213	139	59	23	556
NC	75	89	138	31	51	384
WC	146	201	191	33	0	571
Total	**1 877**	**2 197**	**2 028**	**541**	**190**	**6 833**[16]

2.3 Training fields

Table 10 shows that more than a fifth (21.5%) of the training opportunities were in the services field and 17.7% in agriculture. In terms of technical training close to a fifth (17.0%) of training opportunities were afforded in the building and construction field but only 7.8% that relate to manufacturing and assembly

[16] The difference in the totals is because projects were registered in more than one financial year. (Some projects started in one financial year and ended in the next financial year.)

processes. In the context of high demand for technical skills one would have hoped that training for the unemployed would mark training in the manufacturing and related fields as a priority. The broad field called "capacity building" consisted mostly of soft skills courses such as life skills training, HIV/AIDS awareness, and skills for the workplace and 16.2% of the opportunities were afforded to training in this field.

Table 10 Training opportunities per broad field, 2005-2010

Broad field	Training opportunities	% of total
Services	106 410	21.5
Agriculture	87 527	17.7
Building and construction	83 996	17.0
Capacity building	79 923	16.2
Administration and management	53 817	10.9
Manufacturing and assembly processes	38 545	7.8
Motor industry	12 588	2.5
Arts and crafts	9 086	1.8
Entrepreneurial	8 359	1.7
Computer	7 571	1.5
Driver training	2 148	0.4
Literacy	1 425	0.3
Security	1 211	0.2
Occupational health and safety	1 039	0.2
Communication	356	0.1
Total	**494 001**	**100.0**

Table 11 reports on the training opportunities in the different broad fields per Provincial Office. More than a third of the training opportunities in the Eastern Cape were in the agricultural field. The Free State, Gauteng North, Gauteng South, Limpopo and North West afforded about a quarter of the training opportunities to the services field respectively, and Mpumalanga about a third (32.0%). KwaZulu-Natal, the Northern Cape, North West and Gauteng North focused considerably on the building and construction field (KwaZulu-Natal afforded more than a third (37.0%) of their training opportunities in this field, Northern Cape 27.9%, North West 24.3%, and Gauteng North 21.1%).

Table 11 Training opportunities per broad field for each Provincial Office, 2005-2010

Broad field	EC		FS		GP North		GP South		KZN		LP		MP		NW		NC		WC	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Admin & management	8516	9.2	4662	11.5	2593	8.7	8491	10.8	1698	5.3	8258	16.3	4571	9.6	10493	19.1	2582	9.3	1953	4.8
Agriculture	35913	39.0	5547	13.7	3594	12.1	6968	8.9	5999	18.9	8267	16.3	5029	10.6	5245	9.6	4211	15.1	6754	16.7
Arts and crafts	1552	1.7	1492	3.7	635	2.1	1599	2.0	313	1.0	511	1.0	301	0.6	1672	3.0	159	0.6	852	2.1
Building and construction	10559	11.5	3128	7.7	6276	21.1	12811	16.3	11789	37.1	6141	12.1	6673	14.0	13311	24.3	7778	27.9	5530	13.7
Capacity building	15035	16.3	7851	19.4	3401	11.5	11763	14.9	4877	15.3	10713	21.2	11014	23.1	2778	5.1	4611	16.6	7880	19.5
Communication		0.0		0.0		0.0	356	0.5		0.0		0.0		0.0		0.0		0.0		0.0
Computer	294	0.3	776	1.9	539	1.8	4265	5.4	80	0.3	383	0.8	80	0.2	540	1.0	530	1.9	84	0.2
Driver training	159	0.2	112	0.3	8	0.0	827	1.1	22	0.1	200	0.4	7	0.0	10	0.0	445	1.6	358	0.9
Entrepreneur	449	0.5	1733	4.3	341	1.1	814	1.0	483	1.5	1447	2.9	476	1.0	814	1.5	684	2.5	1118	2.8
Literacy		0.0	62	0.2	186	0.6	545	0.7		0.0	16	0.0	34	0.1	567	1.0	15	0.1		0.0
Manufact. & assembly processes	5904	6.4	3677	9.1	4130	13.9	8024	10.2	2131	6.7	2085	4.1	3002	6.3	5458	10.0	1217	4.4	2917	7.2
Motor industry	3807	4.1	214	0.5	551	1.9	2533	3.2	82	0.3	182	0.4	1183	2.5	1710	3.1	625	2.2	1701	4.2
Occupational health and safety		0.0		0.0		0.0	836	1.1		0.0		0.0	12	0.0		0.0	191	0.7		0.0
Security	20	0.0		0.0		0.0		0.0		0.0	326	0.6		0.0		0.0	64	0.2	801	2.0
Services	9935	10.8	11131	27.6	7422	25.0	18877	24.0	4343	13.6	12042	23.8	15261	32.0	12254	22.3	4722	17.0	10423	25.8
Total	**92143**	**100.0**	**40385**	**100.0**	**29676**	**100.0**	**78709**	**100.0**	**31817**	**100.0**	**50571**	**100.0**	**47643**	**100.0**	**54852**	**100.0**	**27834**	**100.0**	**40371**	**100.0**

2.4 Courses

A major question relates to the value of the training that was offered to unemployed people. In this case the value of the training can be determined by factors such as the accreditation status of a course, the duration of training, the focus of the training, and the access to longer-term employment after completion of the training. Beneficiaries received training through a total of 612 courses (see Table 3). The courses spanned an array of fields such as agriculture, technical, crafts, management, services, and life skills. However, of the total of 612 courses only 104 (17.2%) were accredited. More than half (58.4%) of the accredited courses were SGB courses.

Annexure A provides a detail list of the names of the accredited courses, the field or category of the training, as well as how many training opportunities were afforded per course. It is very clear that half of the accredited training was in the soft skills field (20 865 of the 40 748 accredited training opportunities related to the EPWP infrastructure and environment life skills training). In the context of scarce skills in certain technical fields in South Africa this trend is disappointing.

Most of the technical training took place in the motor, electrical, civil engineering, and the building industries. It is assumed that the accredited technical training that the unemployed received helped them to access employment. A point in case is the Gauteng South and Western Cape case studies, which are presented in Part 3 of the report. Both these case studies showed the success of providing training for technical skills that are in demand. In the Western Cape all the beneficiaries on these projects were placed. The beneficiaries on the project in Gauteng South only finish their training in July 2011, but there are indications that most of them will find permanent employment as they will be registered artisans (electricians and welders). However, it must be taken into account that technical accredited training is much more expensive than non-accredited training or training of soft skills.

Table 12 shows the accredited courses per Provincial Office. Almost a fifth (16.4%) of all the courses overseen by the Gauteng South Provincial Office were accredited, compared to only 1% of those overseen by KwaZulu-Natal, 2.9% by the Eastern Cape, 5.1% by the North West and Western Cape respectively, 5.6% by Gauteng North, 7.2% by Limpopo, and 10.5% by the Northern Cape.

Table 12 Number of courses overseen by the Provincial Offices, 2005-2010

Provincial Office	Courses		
	Total	Accredited	% Accredited
EC	233	7	2.9
FS	291	21	6.7
GP North	252	15	5.6
GP South	366	72	16.4
KZN	197	2	1.0
LP	233	18	7.2
MP	241	16	6.2
NW	259	14	5.1
NC	265	31	10.5
WC	239	13	5.2
Total	**612**	**105**	17.2

2.5 Average training days

The average training days offered was 12 days (Table 13), which is not enough to provide people with the necessary skills to become employable. However, given the fact that the data refer to training opportunities this figure will be higher as an individual would have had more than one training opportunity. The Gauteng North and Gauteng South Provincial Offices offered on average 14 days of training, with the Eastern Cape only affording on average eight days of training.

Table 13 Average training days for beneficiaries per Provincial Office, 2005-2010

Provincial Office	Beneficiaries	Training days	Average
EC	92 143	758 226	8
FS	40 385	521 496	13
GP North	29 676	421 786	14
GP South	78 709	1 111 731	14
KZN	31 817	411 922	13
LP	50 571	576 856	11
MP	47 643	545 153	11
NW	54 852	841 358	15
NC	27 834	310 113	11
WC	40 371	461 765	11
Total	**494 001**	**5 960 406**	**12**

Annexure B lists the accredited courses and the average training days per course. The accredited course that had the highest average training days (92 days) was a sewing course (Sewing: manufacturing of clothes (general) & range of school), compared to the course that had the lowest average training days (two days) which was a course that taught people how to handle and store cleaning equipment and

materials. The EPWP infrastructure and environment life skills courses, which accounted for half of the accredited training opportunities (20 865), had an average of 10 and 12 training days respectively.

Table 14 below lists the accredited courses (and their related training field) that had an average of more than 10 training days. The accredited courses in the manufacturing and assembly processing field had the highest average number of training days. Courses categorised under this field range from the manufacturing of school clothes to doing upholstery work, ceramics, wood finishing, cabinet making, and welding.

Annexure C lists the non-accredited courses that had an average of 10 training days and more. It is interesting to note that the average training days for technical courses in *inter alia* the welding, electrical and spray painting fields were significantly more than the average training days in other fields, but unfortunately the courses were not accredited. However, it is assumed that beneficiaries of training in fields such as welding, electrical and spray painting (even though it was non-accredited training) may have acquired skills that they can offer to the labour market.

Table 14 Accredited courses with an average of 10 and more training days (two weeks and above)

Accredited course	Field	Average training days
SEWING: MANUFACTURING OF CLOTHES (GENERAL) & RANGE OF SCHOOL	SGB MANUFACTURING AND ASSEMBLY PROCESSES	92
SKILLS TRAIN PROG IN COFFIN MANUF WOOD FINISHING NQF 2	SGB MANUFACTURING AND ASSEMBLY PROCESSES	54
CHEMICAL OPERATOR	SERVICES	53
SKILLS TRAINING PROGRAMME IN UPHOLSTERY NQF2	SGB MANUFACTURING AND ASSEMBLY PROCESSES	49
CRAFT ENTERPRISE, CERAMIC SKILLS PROGRAMME	SGB ART, CRAFT AND DESIGN	40
CRAFT PRODUCTION, CERAMIC SKILLS PROGRAMME	SGB ART, CRAFT AND DESIGN	35
SKILLS TRAINING PROGRAM IN WOOD FINISHING NQF LEVEL 2	SGB MANUFACTURING AND ASSEMBLY PROCESSES	33
UNDERTAKE CLOSING PROCESSES TO JOIN COMPONENTS IN FOOTWEAR	SGB MANUFACTURING AND ASSEMBLY PROCESSES	33
PROJECT MANAGEMENT FOR COMMUNITY DEVELOPMENT	SGB PROJECT MANAGEMENT	32
SKILLS TRAINING PROGRAM IN CABINET MAKING NQF LEVEL 2	SGB MANUFACTURING AND ASSEMBLY PROCESSES	32
COMMUNITY DEV. PRACTITIONER SHORT COURSE (PILOT FOR GS)	CAPACITY BUILDING	30
BUSINESS MANAGEMENT BASIC	SGB PROJECT MANAGEMENT	26
SKILLS TRAINING PROGRAM IN WOOD MACHINING NQF LEVEL 2	SGB MANUFACTURING AND ASSEMBLY PROCESSES	26
FINANCIAL MANAGEMENT	SGB PROJECT MANAGEMENT	26
BEAUTY & NAIL TECHNOLOGY COURSE	SERVICES	24
ASSISTANT CHEF	CATERING/HOTEL TRADE	21
APPLY PERSONAL HYGIENE PRINCIPLES IN A POULTRY	AGRICULTURE	19

ABATTOIR		
Accredited course	**Field**	**Average training days**
CARE FOR POULTRY PARENT STOCK DURING PRODUCTION	AGRICULTURE	19
WELD WORK PIECES WITH THE GAS METAL ARC WELDING PROCESS IN	SGB MANUFACTURING AND ASSEMBLY PROCESSES	19
PREPARE & PRIME NEW SURFACES	SGB BUILDING CONSTRUCTION	19
APPLY SCREEDS TO A CONCRETE FLOOR	SGB BUILDING CONSTRUCTION	19
IDENTIFY AND HANDLE MATERIALS IN FOOTWEAR	SGB MANUFACTURING AND ASSEMBLY PROCESSES	19
PREPARE FOR PLASTERING	SGB BUILDING CONSTRUCTION	19
PREPARE & PRIME PREVIOUSLY COATED SURFACES	BUILDING INDUSTRY	19
PLASTER WALL & SCREED A FLOOR & STEPS	SGB BUILDING CONSTRUCTION	18
PAINT SURFACES	BUILDING INDUSTRY	18
SKILLS TRAIN. PROG. IN COFFIN MANUFAC-UPHOLSTERY NQF LEVEL 2	SGB MANUFACTURING AND ASSEMBLY PROCESSES	18
INDUSTRY ELECTRICAL SKILLS (CREDIT BEARING COURSE)	ELECTRICAL & ELECTRONIC IND.	18
FABRICATE,ERECT & STRIP FORMWORK FOR STRAIGHTWALLS, COLUMNS	CIVIL ENGINEERING CONSTRUCTION	18
PREPARE & PRIME PREVIOUSLY COATED SURFACES	CLOTHING INDUSTRY	18
APPLY PLASTER TO SURFACES	SGB BUILDING CONSTRUCTION	18
TOOL MAKING SKILLS, BASIC (SHORT CREDIT BEARING COURSE)	MECHANICAL ENGINEERING	18
BUILD MASONRY SUPERSTRUCTURES USING SOLID UNITS	SGB BUILDING CONSTRUCTION	18
GENERIC CABIN CREW	SERVICES	18
ERECT ROOF TRUSSES	SGB BUILDING CONSTRUCTION	17
INDUSTRY MECHANICAL SKILLS (CREDIT BEARING COURSE)	MOTOR INDUSTRY	17
SKILLS PROGRAMMES FOR FOOTWEAR MANUFACTURING PROCESSES 1	CLOTHING INDUSTRY	16
SKETCH DRAWINGS AND MEASURE COMPONENTS FOOTWEAR	SGB MANUFACTURING AND ASSEMBLY PROCESSES	15
WELD WORK PIECES WITH THE GAS METAL ARCH WELDING PROCESS IN	SGB MANUFACTURING AND ASSEMBLY PROCESSES	15
APPLY LABOUR INTENSIVE CONSTRUCTION SYSTEMS & TECHNIQUES TO	SGB CIVIL ENGINEERING CONSTRUCTION	15
BUILD MASONRY SUPERSTRUCTURES USING SOLID & HOLLOW UNITS	SGB BUILDING CONSTRUCTION	14
MAINTAIN THE HEALTH OF POULTRY	AGRICULTURE	13
MANAGE FINANCES FOR A NEW VENTURE	SGB GENERIC MANAGEMENT	13
ENGAGE IN BASIC HEALTH PROMOTION	SERVICES	13
ASSESS THE INTER-RELATIONSHIPS BETWEEN THE INDIVIDUAL, FAMILY	SGB SOCIETY AND ENVIRONMENT INTERACTIONS	13
EPWP ENVIRONMENT LIFE SKILLS TRAINING-	CAPACITY BUILDING	12

BENEFICIARIES		
PERFORM BASIC WELDING/JOINING OF METALS	SGB MANUFACTURING AND ASSEMBLY PROCESSES	10
PRODUCE BUSINESS PLAN FOR A NEW VENTURE	SGB GENERIC MANAGEMENT	10
WELD WORK PIECES WITH THE OXY-ACETYLENE WELDING PROCESS IN A	SGB MANUFACTURING AND ASSEMBLY PROCESSES	10
USE LABOUR INTENSIVE CONSTRUCTION METHODS TO CONSTRUCT AND M	SGB CIVIL ENGINEERING CONSTRUCTION	10
CALCULATE CONSTRUCTION QUANTITIES AND DEVELOP A WORKPLAN	SGB BUILDING CONSTRUCTION	10
EPWP INFRASTRUCTURE LIFE SKILLS TRAINING-BENEFICIARIES	CAPACITY BUILDING	10

2.6 Beneficiaries of training

The next question that arises is who the beneficiaries that received training are. Figure 5 provides a profile of the 494 001 beneficiaries of training opportunities. More than half (59%) of these beneficiaries were women and almost all (90%) of them were African. Half (50%) of them held a senior qualification (a Grade 11 or Grade 12) and almost two thirds (64%) of them were younger than 36.

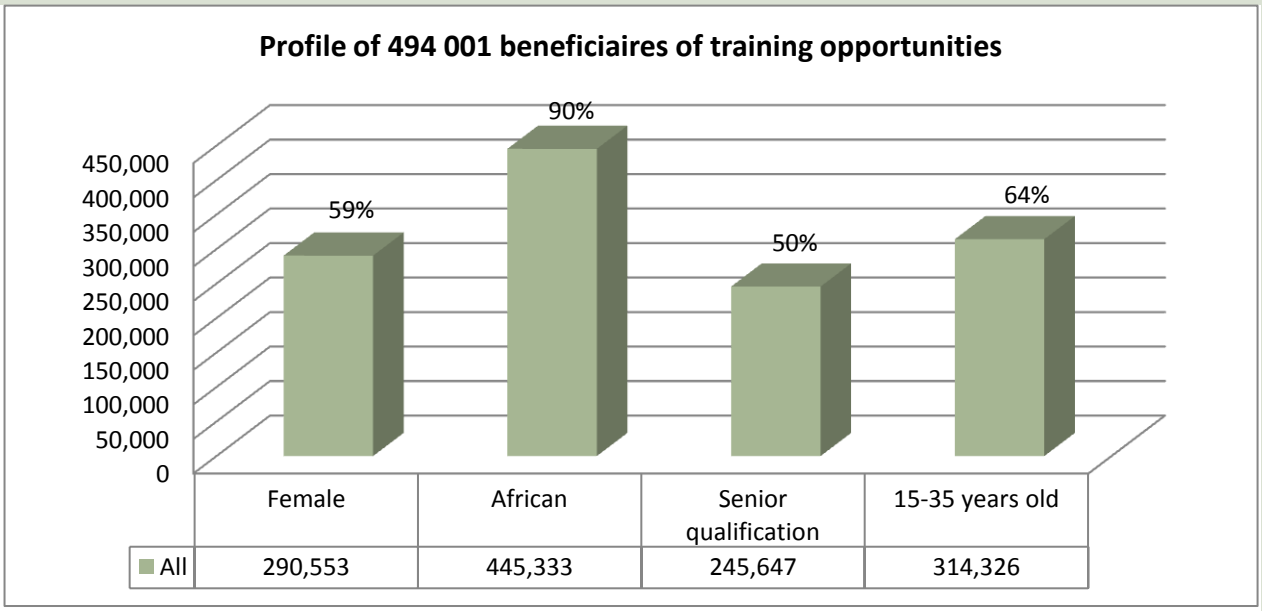


Figure 5 Profile of beneficiaries of accredited training opportunities, 2005-2010
Source: Calculated from the NSFDIS

In terms of highest qualification Table 15 shows that more than a quarter of the beneficiaries held a junior qualification, about a fifth (18.2%) a primary qualification, and 2.4% had no schooling at all. Only 2.1% indicated that they held a qualification beyond Grade 12 (half of these beneficiaries are in Gauteng).

Table 15 Highest qualification categories by province, 2005-2010

Province	None			Primary			Junior			Senior			Post-school			Total
	N	Column %	Row %	N	Column %	Row %	N	Column %	Row %	N	Column %	Row %	N	Column %	Row %	
EC	2765	23.5	3.0	25893	28.8	28.1	27128	19.9	29.4	34 857	14.2	37.8	1 500	14.6	1.6	92 143
FS	481	4.1	1.2	5634	6.3	14.0	9689	7.1	24.0	24 024	9.8	59.5	557	5.4	1.4	40 385
GP North	329	2.8	1.1	3311	3.7	11.2	8073	5.9	27.2	17 141	7.0	57.8	822	8.0	2.8	29 676
GP South	1027	8.7	1.3	7299	8.1	9.3	18160	13.3	23.1	47 714	19.4	60.6	4 509	43.8	5.7	78 709
KZN	760	6.5	2.4	6036	6.7	19.0	9445	6.9	29.7	15 177	6.2	47.7	399	3.9	1.3	31 817
LP	1195	10.1	2.4	10234	11.4	20.2	13420	9.8	26.5	24 861	10.1	49.2	861	8.4	1.7	50 571
MP	1042	8.9	2.2	8148	9.1	17.1	12707	9.3	26.7	24 866	10.1	52.2	880	8.5	1.8	47 643
NW	957	8.1	1.7	8181	9.1	14.9	13140	9.6	24.0	32 393	13.2	59.1	181	1.8	0.3	54 852
NC	1202	10.2	4.3	6409	7.1	23.0	7992	5.9	28.7	12 004	4.9	43.1	227	2.2	0.8	27 834
WC	2016	17.1	5.0	8830	9.8	21.9	16548	12.1	41.0	12 610	5.1	31.2	367	3.6	0.9	40 371
Total	**11 774**	**100.0**	**2.4**	**89 975**	**100.0**	**18.2**	**136 302**	**100.0**	**27.6**	**245 647**	**100.0**	**49.7**	**10 303**	**100.0**	**2.1**	**494 001**

The NSFDIS data do not allow a cross-tabulation of qualification and age (the data on age and highest qualifications are already summarised in the NSFDIS). This is unfortunate because such analysis would have shown the issue in terms of older beneficiaries; few have Grade 12 and many are illiterate, which highlights the need for bridging programmes) The Limpopo case study presented in Section 4 is a case in point. Older beneficiaries who had very low educational qualifications first had to do a bridging programme before they could embark on Early Childhood Development (ECD) training.

Table 16 presents a detailed age distribution of all the beneficiaries. Almost two thirds (63.7%) of the beneficiaries were younger than 36, showing that unemployed youth were offered most of the training opportunities. It is noteworthy that a significant number of beneficiaries in the Eastern Cape (27.6%) were older than 45.

Table 16 Age categories per province, 2005-2010

Province	15-18	19-25	26-35	36-45	46-65	Total
EC	1894	22304	25242	17314	25389	92 143
%	2.1	24.2	27.4	18.8	27.6	100.0
FS	378	11 230	15 535	8 090	5 152	40 385
%	0.9	27.8	38.5	20.0	12.8	100.0
GP North	391	8 382	11 085	5 736	4 082	29 676
%	1.3	28.2	37.4	19.3	13.8	100.0
GP South	1 026	24 586	26 884	15 285	10 928	78 709
%	1.3	31.2	34.2	19.4	13.9	100.0
KZN	414	9 987	11 109	5 756	4 551	31 817
%	1.3	31.4	34.9	18.1	14.3	100.0
LP	321	10 228	17 973	12 864	9 185	50 571
%	0.6	20.2	35.5	25.4	18.2	100.0
MP	421	13 767	17 819	9 468	6 168	47 643
%	0.9	28.9	37.4	19.9	12.9	100.0
NW	665	16 011	19 777	10 786	7 613	54 852
%	1.2	29.2	36.1	19.7	13.9	100.0
NC	656	9 685	9 569	4 724	3 200	27 834
%	2.4	34.8	34.4	17.0	11.5	100.0
WC	1 825	12 971	12 191	8 218	5 166	40 371
%	4.5	32.1	30.2	20.4	12.8	100.0
Total	**8 003**	**139 407**	**167 500**	**98 419**	**81 573**	**494 001**
%	**1.6**	**28.2**	**33.9**	**19.9**	**16.5**	**100.0**

The number accredited training opportunities offered were 40 748 (8% of all opportunities). In terms of offering accredited training opportunities to people in the poorest provinces in order to provide them with skills that may be in demand Figure 6 (also see Table 17) shows that more than a quarter (29.2%) of the accredited training opportunities were in Gauteng-South, which is seen as a more prosperous province than the others. About a fifth (18.8%) of the accredited training opportunities were in the Eastern Cape (18.8%) and just over a tenth (12.2%) in Limpopo. KwaZulu-Natal only offered 130 accredited training opportunities, showing that the challenges regarding the NSF training mentioned earlier took its toll in this province.

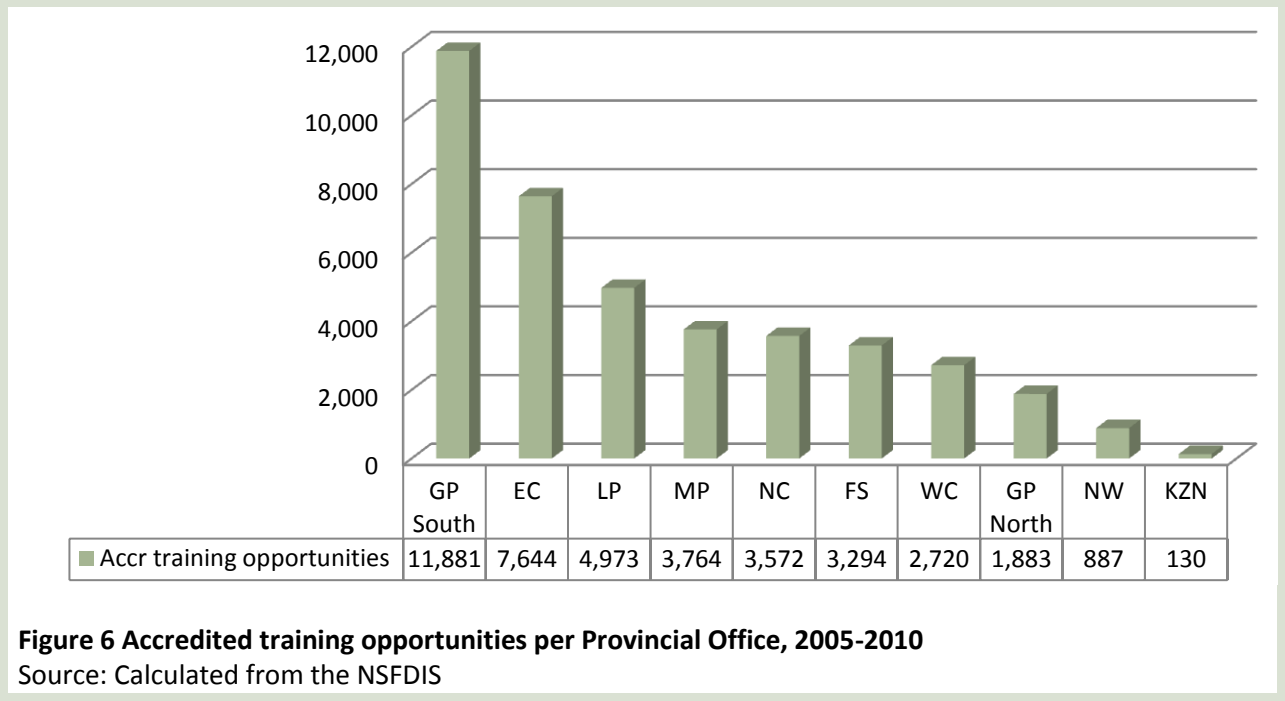


Figure 6 Accredited training opportunities per Provincial Office, 2005-2010
Source: Calculated from the NSFDIS

Table 17 Accredited training opportunities per Provincial Office, 2005-2010

Provincial office	Training opportunities	% of total
GP South	11 881	29.2
EC	7 644	18.8
LP	4 973	12.2
MP	3 764	9.2
NC	3 572	8.8
FS	3 294	8.1
WC	2 720	6.7
GP North	1 883	4.6
NW	887	2.2
KZN	130	0.3
Total	**40 748**	**100.0**

Figure 7 provides a profile of the 40 748 beneficiaries of accredited training. More than half (56%) of these beneficiaries were women and almost all (88%) of them were African. More than half (58%) of them held a senior qualification (a Grade 11 or Grade 12) and almost three quarters (72%) of them were younger than 36.

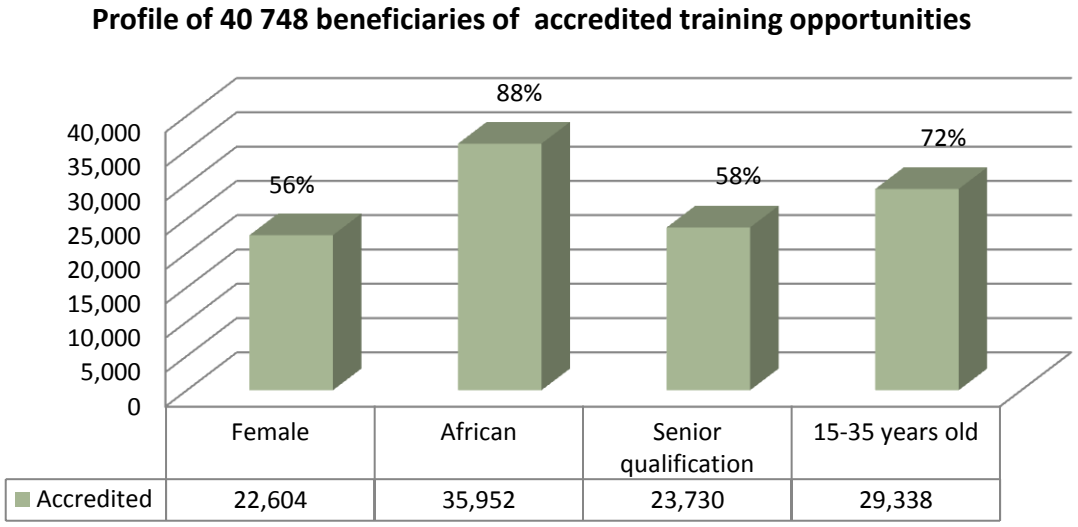
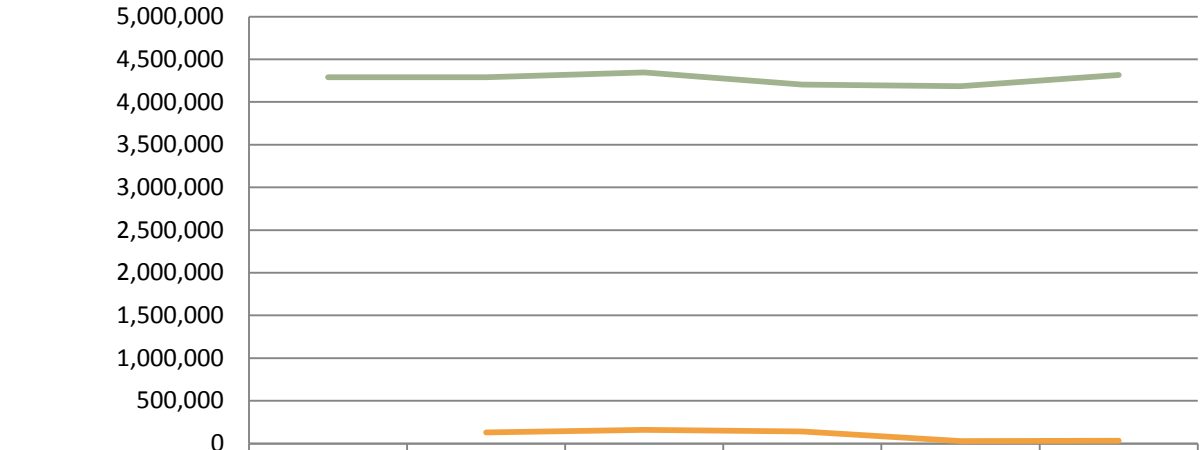


Figure 7 Profile of beneficiaries of accredited training opportunities, 2005-2010
Source: Calculated from the NSFDIS

3. SUMMARY

3.1 Unemployment: training for the unemployed

Figure 8 shows the scale of NSF training for the unemployed against the official unemployment figures from March 2005 to March 2010. It is very clear that the number of training opportunities offered to the unemployed were miniscule compared to the levels of unemployment. At the end of March 2006 (2005/2006 financial year) only 3% of the unemployed (using the March 2005 unemployment figure) had access to NSF training opportunities; in 2006/2007 only 3.7% of the unemployed (using March 2006 unemployment figure) had access to NSF training opportunities, in 2007/2008 only 3.2%; and in 2008/2009 and 2009/2010 only 0.7% and 0.5% respectively, showing the decline in NSF training. Table 16 shows the scale of NSF training for the unemployed against the official unemployment figures from March 2005 to March 2010 for each of the nine provinces. All the provinces (see Table 18) follow the national trend except for the Northern Cape that was able to train higher proportions of its unemployed people (also see Table 18). However, it must be noted that the number of unemployed people in the Northern Cape is significantly lower than in the other provinces.



	March 2005	March 2006	March 2007	March 2008	March 2009	March 2010
Unemployment	4,288,875	4,291,784	4,346,645	4,204,570	4,186,681	4,314,310
NSF training		129,427	160,001	140,256	30,761	33,556

Figure 8 Unemployment and NSF training, March 2005-March 2010
Source: Calculated from the NSFDIS and Labour Force Survey March 2005-March 2010

Table 18 Unemployment and NSF training per province, March 2005-March 2010

	March 2005	March 2006	March 2007	March 2008	March 2009	March 2010	Total
Western Cape							
Unemployment	365 945	349 458	382 477	420 408	442 365	489 603	
NSF training opportunities		10 062	15 977	12 798	1 534		40 371
NSF training as % of unemployment of previous year		2.7	4.6	3.3	0.4	0.0	
Eastern Cape							
Unemployment	518 716	464 099	478 076	516 411	521 137	527 943	
NSF training opportunities		35 455	26 250	19 160	5 209	6 069	92 143
% of unemployment of previous year		6.8	5.7	4.0	1.0	1.2	
Northern Cape							
Unemployment	94 619	77 000	94 431	101 391	104 963	102 594	
NSF training opportunities		5 629	4 600	10 908	1 669	5 028	27 834
NSF training as % of unemployment of previous year		5.9	6.0	11.6	1.6	4.8	

	March 2005	March 2006	March 2007	March 2008	March 2009	March 2010	Total
Free State							
Unemployment	350 992	306 693	287 296	280 833	276 706	288 453	
NSF training opportunities		7 237	11 277	14 179	6 362	1 330	40 385
NSF training as % of unemployment of previous year		2.1	3.7	4.9	2.3	0.5	
KwaZulu-Natal							
Unemployment	988 136	935 267	947 647	754 764	733 894	580 841	
NSF training opportunities		10 403	10 027	9 761	1 602	24	31 817
NSF training as % of unemployment of previous year		1.1	1.1	1.0	0.2	0.0	
North West							
Unemployment	354 198	410 644	431 993	257 958	325 696	277 206	
NSF training opportunities		11 719	21 516	13 560	4 740	3 317	54 852
NSF training as % of unemployment of previous year		3.3	5.2	3.1	1.8	1.0	
Gauteng							
Unemployment	948 110	1 013 880	1 010 262	1 182 319	1 120 082	1 378 421	
NSF training opportunities		23 714	33 396	30 277	7 224	13 774	108 385
NSF training as % of unemployment of previous year		2.5	3.3	3.0	0.6	1.2	
Mpumalanga							
Unemployment	288 771	303 613	302 125	277 469	307 502	353 708	
NSF training opportunities		13 749	17 482	13 471	1 437	1 504	47 643
NSF training as % of unemployment of previous year		4.8	5.8	4.5	0.5	0.5	
Limpopo							
Unemployment	379 388	431 130	412 338	413 017	354 336	315 541	
NSF training opportunities		11 459	19 476	16 142	984	2 510	50 571
NSF training as % of unemployment of previous year		3.0	4.5	3.9	0.2	0.7	

Table 19 (see also Figure 9) provides a summary of the number of unemployed people per province in March 2005, the number of NSF projects that were operational in the provinces between 2005/2006 to 2009/2010, the number of courses through which the unemployed received training, the total number of training opportunities afforded and the number of accredited training opportunities offered. In total just over a tenth (11.5%; 494 001) of training opportunities were offered to people who were

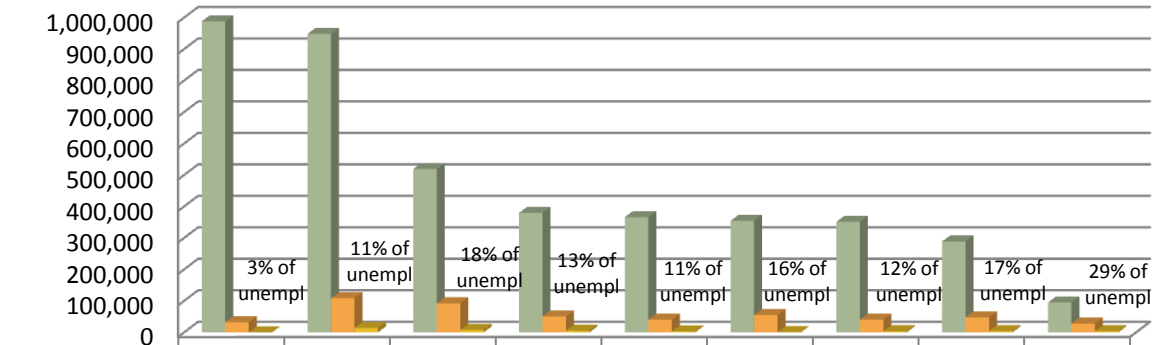
unemployed in March 2005 (the training opportunities were offered over the 2005/2006 to 2009/2010 period). Only 1% (40 748) of all the unemployed people (March 2005 unemployment figure) received training through accredited courses. This is not a good outcome for unemployed people who are in dire need of obtaining skills and qualifications that are in demand in the South African labour market.

KwaZulu-Natal and Gauteng had the highest unemployment figures in March 2005 (close to a million each). The Northern Cape had the lowest unemployed figure (just below 100 000) and were able to offer training opportunities to almost a third (29%: 27 834) of their unemployed people compared to KwaZulu-Natal, which could afford training opportunities to only 3% (31 817) of their unemployed. In terms of training of the unemployed one could argue that the impact was the best in the Northern Cape. However, it is not known what the employment outcome was for the Northern Cape beneficiaries or for any of the other provinces. The Eastern Cape, Mpumalanga and North West offered training opportunities to close to a fifth of their unemployed populations respectively (EC 18%; MP 17%; and NW 16%). The rest of the provinces offered training to just over a tenth of their unemployed people respectively (LP 13%; FS 12%; GP 11%; WC 11%).

Table 19 Summary of training for the unemployed by province, 2005-2010

Province	Unemployed March 2005*	Projects 2005-2010	Courses 2005-2010	Beneficiaries			
				Total training 2005-2010	Total training as % of unemployed in March 05	Accredited training 2005-2010	Accredited training % of unemployed in March 05
NC	94 619	342	265	27 834	29.4	3 572	3.8
EC	518 716	1 358	233	92 143	17.8	7 644	1.5
MP	288 771	636	241	47 643	16.5	3 764	1.3
NW	354 198	445	259	54 852	15.5	887	0.3
LP	379 388	665	233	50 571	13.3	4 973	1.3
FS	350 992	740	291	40 385	11.5	3 294	0.9
GP	948 110	848	366	108 385	11.4	13 764	1.5
WC	365 945	481	239	40 371	11.0	2 720	0.7
KZN	988 136	413	197	31 817	3.2	130	0.0
Total	**4 288 875**	**5 928**	**612**	**494 001**	**11.5**	**40 748**	**1.0**

*Labour Force Survey March 2005-2007, Quarterly Labour Force Survey, March 2008-2010.



	KZN	GP	EC	LP	WC	NW	FS	MP	NC
Unempl	988,136	948,110	518,716	379,388	365,945	354,198	350,992	288,771	94,619
Training	31,817	108,385	92,143	50,571	40,371	54,852	40,385	47,643	27,834
Accr training	130	13,764	7,644	4,973	2,720	887	3,294	3,764	3,572

Figure 9 Summary of training for the unemployed by province, 2005-2010
Source: Calculated from the NSFDIS and Labour Force Survey March 2005

3.2 Meeting targets

Table 20 provides a summary of the achievement of NSF training measured against the targets set by the DoL. The target that Government set nationally was 90 000 training opportunities for each of the five years (2005 to 2010), with 10% of the training being accredited training in year 2005/2006, and then 25% accredited training for the remaining four years. The analysis of the NSFDIS reports that the target of 450 000 for the 2005 to 2010 period was surpassed with 10%. However, the accredited training target of 25% of total training was not achieved; accredited training made up only 8% of the total training opportunities afforded.

Table 20 Summary of total achievement under the SDFW (including EPWP)[17], 2005-2010

Five-year target	Year	Target	Achievement	%	Total achievement against five-year target
450 000 trained 112 500 accredited training (25%)	05/06	90 000 trained	129 427	144	490 001 training opportunities (110%) 40 748 accredited training opportunities (8%)
		10% accredited training	1 484	1	
	06/07	90 000 trained	160 001	178	
		25% accredited training	12 183	8	
	07/08	90 000 trained	140 256	156	
		25% accredited training	15 750	11	
	08/09	90 000 trained	30 761	34	
		25% accredited training	2 979	10	
	09/10	90 000 trained	33 556	37	
		25% accredited training	8 352	25	

4. CONCLUSION

A large amount of money was available in the NSF for the 2005 to 2010 period and a portion of that was used for training interventions for the unemployed. Certain national targets were set in terms of training for the unemployed through the DoL Provincial Offices, which were surpassed in terms of the total number of training opportunities. However, the transfer of the NSF from the DoL to the DHET in November 2009 had a huge impact on the training of the unemployed. The decline in training was already noticed in 2008/2009 and some provinces such as the Western Cape already terminated all their training plans at the end of 2008/2009.

The low level of accredited training offered to the unemployed is disappointing (accredited training constituted only 8% of the total training opportunities afforded). One would think that in the context of high numbers of unemployed people in South Africa and the high demand for certain skills in the labour market there would be a good alignment between these two phenomena (i.e. providing unemployed people with skills and qualifications that are in demand in order for them to get easy access to employment opportunities). Unfortunately, the type of accredited training afforded to the unemployed did not focus on providing them with the necessary technical skills to give them access to the labour market. About half of the accredited training related to soft skills and not to technical skills and qualifications that are in demand.

[17] Training opportunities according to NSFDIS.

The analysis of the data per training field showed that a 'one-size-fits-all' approach to national training is not viable. It is very clear that each field or sector has different requirements with different average per unit costs – the technical fields being the most costly. For example, manufacturing was the second largest in terms of expenditure, although it was only the sixth largest in terms of the number of training opportunities. Thus result shows that sector-specific training must be well planned and costed when large national training endeavours are considered.

The statistical analysis of the NSFDIS provided insight into the scale of training for the unemployed in terms of expenditure and the number of training opportunities offered to unemployed people, as well as the type of training that was offered. However, this analysis did not provide an understanding of the full dynamics of the training. In order to get a more in-depth perspective on some of the training that took place five provincial case studies are provided in the next part of the report. Each of the case studies contains unique facets. For example, the NSF project that was selected for the Gauteng case study is a good example of accredited training providing the young unemployed with skills and qualifications that are in demand (the training forms part of the Accelerated Artisan Training Programme, which trains electricians and welders). On the other hand the success of a community project in the Limpopo province (the Hlabologang Bakery project) describes how older beneficiaries were trained to work in a bakery, which led to the establishment of a business and long-term employment.

PART 2: ANALYSING SKILLS DEVELOPMENT IN KEY PROVINCES

INTRODUCTION

Five provincial case studies are presented in this part of the report: the Eastern Cape, Gauteng, KwaZulu-Natal, Limpopo, and the Western Cape. The first section of each case study gives a detailed description of each of the projects that formed part of that specific provincial case study. The bulk of each case study provides a synthesis of stakeholders' views in relation to: project management and co-ordination; training provider benefits and challenges; employer benefits and challenges; and beneficiary benefits and challenges. The feedback of beneficiaries (telephonic interviews were conducted with 251 beneficiaries) about their experiences in terms of the NSF-funded training opportunities are also provided. Each case study ends with a brief conclusion.

The rationale for the selection of the five provincial case studies was discussed in the section on the design and methodology of the study. An important factor to mention again is that the provinces were selected on the basis of the level and type of activity in terms of NSF training. Limpopo, Eastern Cape and KwaZulu-Natal were selected to provide information on NSF training and placement of beneficiaries in social development programmes in rural and urban areas. Gauteng and the Western Cape were selected to provide information on NSF training of beneficiaries that led to their placement in formal employment opportunities in urban areas. Each of the case studies contains unique facets that relate to the context of the specific province under discussion and the type of NSF projects that were operational.

The value or the effect of the training opportunities for each project is described in terms of the placement outcome. It is important to note that the outcome of placement that is discussed in each cases truly only refers to the beneficiaries that were interviewed. Complete information on the placement outcomes for all the different projects that were part of the case study was not available. The broad placement categories are according to the NSF definition: placement in a social development programme including the EPWP; placement in the formal sector; self-employment; and further training. A summary of the placements trajectories of all the projects in the case studies is provided in Section 6.

1. EASTERN CAPE

1.1 Project Descriptions

Three projects were selected as part of the Eastern Cape case study. These were based in different locations of the Eastern Cape and involved three Labour Centres and three training providers. Each project had its own placement/employment focus.

Duncan Village Housing Project

Duncan Village is a poor area within the large township of Mdantsane, which sprawls westward from the East London city centre. Large sections of Duncan Village have only informal housing, with formal housing being in high demand. This was highlighted as a need by the local ward councillors and, in

response, Buffalo City Municipality initiated the Duncan Village Housing Project in 2009. The project is part of the Expanded Public Works Programme (EPWP) and has the dual aim of providing formal housing as well as generating employment and training opportunities within the local community.

Buffalo City Municipality approached the Eastern Cape Provincial Department of Labour for funding to train unemployed people from the Duncan Village community in trade-related skills. The availability of NSF funding for training was agreed to, on condition that a certain minimum numbers of trainees for each type of trade could be enlisted and that trainees would be guaranteed an employment placement related to their training within the project.

The contract for training was awarded to Border Kai Training Trust. The company started operations in 1982 as a Department of Manpower placement centre for the Ciskei Government. In 1986 it changed its name to the "iThemba Training Centre" and in 1990 to the "Border Training Centre". In 1995 it became a Section 21 company and registered as the "Border Kai Training Trust" ("Border Kai"). From an initial permanent staff complement of 150, the company now employs only 18 people and large sections of the training facility (for training in spray-painting and catering) have been mothballed because of a lack of demand for this type of training. Border Kai is currently accredited with MerSeta (for their courses in motor mechanics and welding) and with the Construction SETA (for all their civil-engineering related courses). In addition, Border Kai is registered as a Construction Centre of Excellence and has the capacity to do artisan trade testing for bricklaying and plastering, and painting and decorating. In anticipation of the project starting in January 2010, training of a total of 56 trainees took place between September and December 2009 in the areas of: painting and decorating; bricklaying and plastering; carpentry; plumbing; and electrical.

Buffalo City Municipality relies on contractors for construction projects of this nature. New Boss Construction was awarded the contract. Many challenges and delays characterised the process of securing the contractor and signing the service contract, which ultimately resulted in an overall delay of 12 months before the project could start (January 2011).

By the end of 2010, when planning for the start of the project was underway, no list of trainees was forthcoming from the community, despite requests by New Boss Construction for this list. Under pressure from the ward councillor to employ people who came 'knocking at the gate' rather than wait for the list, the contractor had sufficient numbers of employees by the time that the East London Labour Centre presented the contractor with the list of trainees that had to be accommodated in the project. Negotiation then had to take place with sub-contractors to provide these trainees with employment opportunities as part of their own teams in the appropriate phases of the project. At the time of the research, the building site had been cleared and serviced, foundation trenches had just been completed, and building of the walls of the houses had just started. Of the total 56 trainees, 26 were employed on the project as general labour and were waiting for the employment opportunity related to their specific area of training.

Key stakeholders in relation to the project include: the East London Labour Centre, responsible for providing the primary link between the trainees, the municipality and the provincial Department of

Labour; Border Kai, responsible for the training of beneficiaries; Buffalo City Municipality, which accepted responsibility for ensuring a work opportunity for trainees on the project; and New Boss Construction, which, in accepting the contract, undertook to provide trainees with a related work opportunity among the various sub-contractors employed. Representatives from each of these groups were interviewed as part of the research process.

The amount spent on this project was R 112 148 and 37 days of training were afforded to each beneficiary.

The Hope Factory

The Hope Factory's vision and mission is to develop, empower and inspire previously disadvantaged South Africans to become self-reliant and productive. It aspires to provide opportunities for people from disadvantaged communities to be trained in business-, technical- and life skills, and to gain the practical experience necessary to become financially productive.

To this end, The Hope Factory, which is registered as a South African Institute of Chartered Accountants (SAICA) Enterprise Development Initiative, runs a three-phase programme. Phase 1: Entrepreneurial Training includes technical skills, business skills and life skills. Phase 2: Job Creation Programme Incubator provides entrepreneurs with an opportunity to gain practical experience and earn an income in a sheltered and developmental environment while setting up their own businesses. In this phase graduates are employed at the factory on a contract basis and produce corporate gifts for South African companies. Phase 3: Entrepreneur Development provides graduates with ongoing support and access to networks and mentoring and, in some cases, seed capital with which to start their own businesses in their communities.

The Hope Factory, a Section 21 company, opened its doors in 2001 as aNthukhuta Wealth Creation Project. Accessing sufficient funding for the project in the early years was challenging. Once it registered as a SAICA project, funding from SAICA supported staff salaries in difficult periods. The founder, and CEO, was considering stopping the project at around the time that NSF funding became available through the Department of Labour. NSF funding was the major source of funding for training until it was abruptly stopped in 2009. This necessitated a rapid change of primary funding for training. Registration of The Hope Factor as a SAICA Enterprise Development Initiative, with corporates able to achieve between 15 and 25 points on their BBBEE scorecards through providing financial support to such initiatives, opened a door to sustainable corporate funding and considerable advantages in terms of flexibility in training.

NFS funding for training at The Hope Factory thus contributed only a small portion of the overall funding for the project, although it was critical in terms of sustaining the project through a period when there were few other sources of funding available. Furthermore, NSF funding supported a portion of an ongoing training and entrepreneur development initiative, with beneficiaries receiving training in: paper product manufacturing skills; beading handcraft introductory skills; making crochet products; sewing, pattern-making and design; vital skills for the workplace; and small business skills. NSF funding

supported a total of 49 unemployed people to access between one and five courses each of the total of six courses offered.

Key stakeholders to the project include: the Port Elizabeth Labour Centre, responsible for providing the primary link between The Hope Factory and the provincial Department of Labour, and The Hope Factory itself. The latter is responsible for the training of beneficiaries, the provision of an employment placement opportunity within the factory, and ongoing mentoring in the process of finding permanent employment or developing self-employment opportunities. Representatives from each of these groups were interviewed as part of the research process.

The amount spent on this project was R 58 564 and 30 days of training were afforded to each beneficiary.

Masihlume-Magwali Project

The Masihlume-Magwali Project is a good example of a community-driven project. It was initiated by the local chief as a means of generating income for older, unemployed women in the Hogsback region of the Amathole District Municipality. The project focused on self-employment based on egg and poultry production through supply to the many local bed &breakfast establishments in the area. The Masihlume-Magwali Project, which was initiated in early 2009, was funded by the Department of Social Development in that it provided the initial stock of laying hens and feed for the initial stages of the project. The funding did not include any form of living allowance or stipend; income for the project participants was to be generated from the project itself.

At the time that the Fort Beaufort Labour Centre was approached to provide training through the Department of Labour's access to the NSF, the women involved in the project were relying solely on their general knowledge and personal past experience in poultry production. Training in technical skills in poultry production and financial management skills was required.

Mtanyama Training and Agriculture Development Enterprise (Mtanyama) was contracted to provide the training. Mtanyama has been involved in providing training and extension services in the agriculture sector since 1987, when it was founded by the South African Department of Manpower and transferred to the Ciskei Government. From a permanent staff and trainer complement of 11 while it was providing services to the Ciskei Government, the organisation now employs only four people permanently and makes use of agricultural graduates from the Fort Cox College of Agriculture and Forestry and the University of the Fort Hare Department of Agriculture as trainers when necessary. Mtanyama is registered with the AgriSETA and its primary clients are the Department of Agriculture and the Department of Social Development. Contracts with the Department of Labour were only a small proportion of its overall work. The financial management training this department provided for the Masihlume-Magwali Project involved 14 beneficiaries and took place over October and November 2009, more than six months after the start of the project. Unlike projects that reside under the Department of Agriculture, the training contract did not include the provision of longer-term mentoring to the beneficiaries in the form of agricultural extension services.

Key stakeholders to the project include: the Fort Beaufort Labour Centre, responsible for providing the primary link between the trainees and the provincial Department of Labour, and Mtanyama, which is responsible for the formal training of beneficiaries. Representatives from each of these groups were interviewed as part of the research process. Because the placement was intended from the outset of the project to be self-employment, there was no formal employer stakeholder for the project. Also notable is that despite the agricultural nature of the project and the training carried out, the Department of Agriculture was not involved in the project in any way. At the time of the research, the project was still operating, with eight of the original 14 people trained in the Financial Management course still working there.

The amount spent on this project was R 1 003 513 and 106 days of training were afforded to each beneficiary.

1.2 Project management and co-ordination

From the perspective of the Employment Services Practitioners (ESPs) at the various labour centres, the management of the training within projects ranged from being ”a pleasure”, in the case of the Hope Factory, to being challenging in the cases of the Duncan Village Housing Project and the Masihlume-Magwali Project.

Challenges related to the Duncan Village Housing Project were the result of municipal delays in awarding and signing the building contractor (the *de facto* employer of the trainees), which resulted in a year’s delay to the start of the project. By the time the project got underway the community no longer had the list of trainees to present to the contractor, which made placement more difficult once the list came to light. Additionally, many of the trainees’ contact details had changed, which made it difficult to locate them. Finally, by the time the project started, the training was no longer ‘fresh’ in the memories of the trainees.

With the Masihlume-Magwali Project, challenges related to the lack of co-ordination between the three entities involved – the Department of Social Development, which provided the initial funding for the project; the Fort Beaufort Labour Centre that was approached to provide NSF-funded training only after the project was initiated; and the Eastern Cape Provincial Department of Labour, which was responsible for identifying and contracting a training provider for the project. Delays in contracting a training provider resulted in a six-month delay in the provision of training on the project. This delay in training had a severely negative impact on the morale of the project participants and threatened the sustainability of the project. Furthermore, the fact that the project was initially funded by the Department of Social Development meant that the ESP found project participants very reluctant to share information on the profitability of the project with the DoL.

In relation to the Masihlume-Magwali Project, Mtanyama also highlighted the lack of co-ordination between government departments as a major problem. It argued that because of the very restricted form of involvement of both the departments of Social Development and Labour in the project and the

absence of involvement on the part of the Department of Agriculture, no ongoing form of mentorship was available to the project through agricultural extension services.

A more general issue highlighted by the ESPs in the Eastern Cape, which impacted negatively on the range of projects in the province in which training was supported though NSF funding, is the issue of the quality of training providers. ESPs stated that many of the training providers registered on the DoL database are either not accredited, do not have the right equipment necessary for training, or lack experience. This caused problems on a number of fronts: firstly, there were often long delays in contracting suitable training providers to projects, with training only taking place after the start of the project. Similarly, while training providers often had the necessary equipment at their own facilities, they did not bring this equipment along to the training site. This resulted in further delays to the start of training, while providers made adjustments to meet the necessary requirements. The overall result of delayed training was that many trainees missed their opportunity for a training-related work opportunity on the projects.

Secondly, and related to the above, some requests by employers for particular training providers on their projects – generally those that have built up a reputation of quality – could not be accommodated within the training-provider-allocation process. Because of this many employers chose not to participate in the DoL training process.

Finally, because of the lack of transparency in the process of allocating training providers to the various projects, animosity developed among the various training providers. Perceptions arose that one provider was being contracted more regularly than others and disregarded the fact that experience, equipment and training quality could play a role in the process of allocation.

1.3 Training providers

Benefits

The training providers in the Eastern Cape who participated in the NSF-funded DoL training listed a range of benefits that they received from participation.

The most immediate benefit was access to training contracts and, therefore, to the bread-and-butter funds that allowed them to keep operating. For The Hope Factory particularly, funding came at a time when the project was considering shutting down, and was thus critical in sustaining the project so that it could reach its current state, where it is no longer dependent on DoL funding at all. For Mtanyama, the benefit was access to an additional client for a while, with extra income for the company while it lasted. For Border Kai, with its focus since inception on the provision of training for the DoL, funding from this department made up roughly 95% of its income in the past and remains critical for its survival.

Outside of the monetary benefits, all three training providers considered it a benefit to be able to provide training to unemployed people who could not afford any training if it were not sponsored. Training provided satisfaction for trainers at a personal level in that they got to see people gain technical skills, confidence, and English language skills and go on to generate incomes that in turn benefited not

only trainees themselves, but also their families and communities. In addition to this, the provision by the DoL of a stipend to the trainees meant that they could at least access transport and food for the duration of the training period.

Finally, Mtanyama indicated that while it was engaged more extensively in DoL and other training, it was able to provide the ex-Fort Cox and Fort Hare agriculture graduates who were contracted to do the training with an employment opportunity and the possibility of gaining experience in conducting training and extension work at the same time.

Challenges

Despite the benefits noted by the training providers, they also encountered a large number of challenges in participating in the DoL-funded training.

The biggest group of challenges relates to the administration of the funding and of the training provider contracts by the DoL. Training providers complained that a lack of capacity and a lack of any clear lines of communication on the funding and contracts resulted in long delays between the verbal agreement of a training contract and the signing of the contract. For instance, papers would be lost and only requested for re-submission weeks or even months later, and no one person at the DoL ever accepted responsibility for any particular project or training provider. The delays to the start of training due to delays in signing contracts with the DoL meant that many projects were well underway by the time the training started. In such cases employers and trainees either got little or no benefit from the training, especially when the opportunity for placement of trainees in training-related work opportunities on the project had already passed.

Further delays were experienced in payments for training, with many training providers reporting waiting months or even years to receive their payments. Training providers indicated that the DoL NSF funding had a lot of 'red-tape' attached to it. The requirements of official forms to be filled in were constantly changing and, even when assistance was requested in the completion of the forms and they had passed through the provincial office, they would still sometimes be sent back by the national office for some correction or other. Another problem was in getting the trainees to keep their signatures exactly the same, day after day. As most of the trainees were people who had never had a signature before the training started, they did not understand the concept of a signature. Many times whole forms were sent back because signatures were not *exactly* the same. This necessitated getting everyone on the course to re-sign everything. In 2010 The Hope Factory wrote off about R200 000 that was still owed to it by the DoL for NSF-funded training.

Training providers found the training requirements outlined by the DoL in relation to the NSF funding very restrictive. Training had to proceed exactly as planned and permission to undertake the slightest deviation from the plan required extensive administration. Also, training providers could not replace absconders, even if they stopped arriving on the second day of training when it would have been easy for another trainee to fill the vacant place. This resulted not only in challenges with budgeting for training courses, but also in lost opportunities for other potential trainees. The Hope Factory is much happier with its current funding model as a SAICA Enterprise Development Project as it now has the

flexibility to provide integrated training based on the specific requirements of the trainees as opposed to 'silo' subject-specific training.

Mtanyama pointed out that being contracted to provide classroom-based training to women in their 50s who had very little formal education was not ideal. In order to maximise the benefits for the trainees, training should have been provided on the job and in conjunction with longer-term mentoring or agriculture extension services for such project types.

By the same token, Border Kai indicated that the number of days prescribed by the DoL for training in each of the various technical courses they fund is an insufficient time in which to train people adequately to the level that employers need. Thus, even the best training providers are producing a quality of technical 'graduate' that is inadequate for the workplace, especially if that workplace is an urban construction site.

Another challenge expressed by the training providers was the inconsistency of the requests for training. During the NSDS I period training providers were able to initiate training. This was stopped in favour of employer-driven training. While such training is good in theory, as it improves the chances that trainees are given an employment opportunity, in reality employer-driven training meant that more of the training initiation process was dependent on the DoL, whose capacity constraints made this process relatively ineffective. Notably The Hope Factory, which operates as both a training provider and an employer, was not impacted on by this change. With the shift towards employer-driven training, many employers were reluctant to approach the DoL for NSF funding because of their requirement for skilled people at the start of the projects and their knowledge of delays involved in DoL training. Increased inconsistency of DoL training contracts also impacted negatively on the sustainability of training providers such as Border Kai, which were established to focus on this market.

Related to this was the sudden stop to the NSF funds in the Eastern Cape and the lack of any communication with or information given to training providers on the issue – prior to and even after the announcement. This gave training providers, many of whom were heavily dependent on DoL funding, no time to plan around or to devise alternative strategies. A lot of training infrastructure and capacity has been wasted since that time. And with continuing uncertainty over the availability and focus of funding through the DHET, many highly qualified and experienced people who were involved in training in the past have left the sector and will not easily return.

The provision of the trainee stipend had many advantages; however, it was also related to a number of challenges for training providers. The Hope Factory found that the standard of the applicants for training dropped during the time that they received NSF funding, as many were applying for the training mainly for the stipend and not because of a real interest in the training that was offered. Mtanyama felt that on projects such as the Masihlume-Magwali project where trainees were self-employed, the stipend led to expectations of continued monetary wage-type support that was never intended to be part of the project.

Finally, the training providers that participated in the research reported that many of the other training providers that they knew who were registered on the DoL database were not of a good quality and did

not have the capacity, experience, or equipment to deliver quality training to trainees. The participant training providers stated that there were 'unfortunately quite a lot of them', in reference to the training providers whose sole motivation for participation was the money. It was also stated that such training providers gave the entire programme a bad name.

1.4 Employers

The Hope Factory acts as both a training provider and employer. Its status as an employer is secondary to its status as a training provider, because the short-term employment of trainees is actually Phase 2: Job Creation Programme Incubator, which is provided as part of the overall training that is aimed at self-sustainability based on the technical, business and life skills with which trainees are provided. In this sense, all benefits to The Hope Factory from the NSF training of unemployed people must be seen as benefits to it as a training provider rather than as an employer. These benefits have been discussed in detail above and will not be repeated here.

Similarly, while the Department of Social Development provided some of the initial assistance to get the Masihlume-Magwali Project underway, the beneficiaries were placed directly into self-employment. In this way all the benefits from the funding accrue directly to the project beneficiaries.

This section thus presents the employer benefits and the challenges for the Duncan Village Housing Project.

Benefits

At the time of the research, the only trainees who had had the opportunity of putting their skills to use on the Duncan Village Housing Project were those that had received training in bricklaying and plastering. These had only been working as part of the sub-contractor teams for two weeks. For this reason New Boss Construction was reluctant to make too many judgements regarding the benefits of the training to themselves as an employer. Most of the trainees were considered to be working sufficiently; however, a couple were part of a sub-contracting team that had made a mistake and for which work had had to be redone. While this was not considered to have been the fault of the trainees, they clearly had not been able to identify these errors themselves. Overall, while the trainees may themselves have received a lot of benefit from the training, the contractor felt that for itself as employer the training actually held very little value.

Challenges

From the perspective of Buffalo City Municipality, a major challenge relates to the fact that it uses contractors for its EPWP projects, with whom it has to negotiate the placement of DoL NSF trainees. Contractors generally accept the responsibility for trainee placement. However, sub-contractors who become the *de facto* supervisors of trainees with particular artisan skills are considerably more reluctant to do so and cannot be forced to. Sub-contractors argue that the quality of the NSF artisan training is insufficient for urban housing in particular and jeopardises their ability to meet quality and deliverable agreements. Where they are accepted by sub-contractors, bricklaying trainees, for instance, may be

allowed to participate in building the straight sections of a wall while being kept away from building the trickier corners.

New Boss Construction, speaking from past experience and not from the experience of the Duncan Village Housing Project trainees, agreed. It indicated that on construction sites the constant pressures to deliver make it very difficult for people that come into this as their first job after the DoL NSF training, especially if they were unemployed for a long period of time before this. No one on site can afford to 'babysit' these people.

One of the ways that the contractors can honour their commitment to the municipality in respect of trainee placement is to retain direct responsibility for the payment of trainees, rather than have their sub-contractors take on this responsibility. In this way sub-contractors cannot 'fire' the trainees and the contractor has the possibility of moving trainees to other areas of the site that may be more suited to both their personality and the skills they have acquired through the NSF training.

Another challenge for employers is the demands of ward councillors. Ward councillors want trainees employed on the projects as early as possible, even though the agreement is only for a placement in the area of their training, which may only be at the very end of the project. (Carpentry, for example, is only required at the phase of rooftrusses and internal finishes.)Where trainees are willing to accept general labour work in areas that are not related to their training, contractors try to accommodate them.

Related to the Duncan Village Housing Project specifically, New Boss Construction argued that a major challenge was the delay to the start of the project resulting from delays on the part of the municipality to finalise the contracts. This meant that the training of the trainees took place over a year before the earliest job opportunity became available, with many of the trainees having already forgotten a lot of what they had learnt by the time they get to put it into practice. Furthermore, the lack of availability of a list of trainees at the very start of the project meant that once the list was presented by the East London Labour Centre, New Boss Construction had to try and accommodate these trainees despite already having sufficient numbers of people for the various jobs.

Finally, as the wages on EPWP projects are not very high and these projects make extensive use of labour from within local communities, many of the social challenges that these communities face are also evident among the project workforce, including the trainees. People are generally not happy with the wages offered. Some people would prefer to be unemployed rather than to work for low wages. Others work only until the first paycheque or until they have paid back a certain debt, and will then abscond from work. Still others have to be fired because they arrive at work drunk. Despite this, there are a few people who show passion and motivation. These people New Boss Construction tries to promote, even if the higher position does not necessarily match their training.

1.5 Stakeholder perspectives

Benefits

ESPs at the DoL Labour Centres, the training providers and employers all felt that the DoL NSF funding presented many benefits for those unemployed people that received training.

The most important group of benefits was seen to be the impartation of generic skills, together with a work opportunity for putting the skills into practice in a real work environment for a period of time. For many unemployed people, the NSF training provided one of the very few means of gaining access to both skills and a first job. Getting a first job is often very, very difficult and the structure of the training to include a job-placement provided a means of overcoming that particular hurdle.

At another level, many unemployed people are considered to have lost all hope and motivation for life. People who got the opportunity to participate in NSF-funded training were given new hope in the possibility that they could go on to become financially independent. Training has particularly positive effects on the self-esteem of unemployed people, as they gain self-confidence and are encouraged to dream about a future that is different from their past. At The Hope Factory in particular, dreaming about a different future, setting a vision, and the goals that are required to achieve this vision are all embedded in the training. Another benefit to training presented at The Hope Factory is that people build new and good relationships with fellow trainees and with the trainers, who go on to become part of the support network that is so important in Phase 3: Entrepreneur Development. Additionally, trainees develop confidence in their ability to communicate in English, which is necessary for selling themselves in a job interview to prospective employers. In summary, training results in individual empowerment.

While most beneficiaries spent the training stipend on food and transport, The Hope Factory recalled one group that saved and pooled all its money and by the end of the training had managed to buy everyone in the group a sewing machine. That group left not only with skills and work experience, but also with equipment for starting up their own businesses.

Benefits from the skills training were seen to accrue not only to the individual but also to the family and to the wider community. Where individuals were able, through their acquisition of technical skills (and more importantly though their acquisition of life skills, business skills and financial-management skills), to move from unemployment to some form of part-time, permanent- or self-employment, income is used to improve the quality of life of direct dependants within the family. At the same time, the various skills may also directly improve the quality of life of the individual and their families, if people are able to use their agricultural skills to improve their own subsistence-farming practices, their sewing skills to make curtains for their homes and clothes for themselves and their children, and artisan skills to maintain or improve their own homes.

Communities benefit from having a larger pool of locally available skills that they can employ, as well as from having a greater proportion of income earners that spend money on local goods and services. In some instances training beneficiaries make more direct efforts to have a positive impact on their

communities. For example, one graduate of The Hope Factory is paying for the school education of a young boy in his community; another graduate has taught a group of ladies in her community how to sew so that they are also able to generate a livelihood from this skill.

Finally, in the more rural areas, projects that provide training are often seen by the community as evidence that government and the ruling party are trying to improve the lives of that community.

Challenges

Stakeholders considered, however, that the full potential value of the training was negatively impacted on by a few factors. Both the timing of the start of training and the timing of the start of the project were considered critical. In instances where the start of training was delayed, such as in the Masihlume-Magwali Project, beneficiaries were reported to have 'lost hope' of ever receiving their training. By the time the training was provided, these people had lost their motivation. At the other end of the scale, where training was provided on time and there were delays to the start of the project, such as with the Duncan Village Housing Project, it was felt that many of the trainees may have forgotten half of what they had learned. Another concern was that trainees may have moved on and would no longer be available to the project. If these trainees had found alternative jobs unrelated to their training, the training would also have been a waste of time and money.

The quality of the training was also brought into question, especially the quality of the artisan training in relation to the requirements of urban housing projects. The issue of quality here did not relate to the quality of the teaching but rather to the fact that these courses as outlined by the NSF were just not long enough to train previously unemployed people to the level of skill required by urban construction contractors and sub-contracts. The fact that sub-contractors were reluctant to take on trainees despite national shortages in these skills was considered telling, as was the fact that many contractors and sub-contractors either restricted the scale of the work that trainees were allowed to do or used them as general labourers only.

The restrictiveness of training in respect of its requirement for classroom presentation in a block of full days was also considered to be a challenge for many trainees. Older people, those with low literacy and general education levels, and those that have been unemployed for any length of time struggle to concentrate and engage fully with the material that is being taught.

Finally, DoL NSF training is generally considered insufficient to support self-employment because of its lack of ongoing mentoring-type training. Concepts such as determining turnover from profit and withholding current earnings in order to purchase the input stock for the next cycle are things that people cannot learn from a few days in a classroom: these skills require a mentor that is involved at some level with the self-employment enterprises over months, if not years, after the formal training is over.

1.6 Beneficiaries

Profile

All 54 of the beneficiaries who were interviewed in the Eastern Cape are African and three quarters (75%) of them are women (Annexure D). Almost half (48.1%) of them are younger than 35 years of age (Annexure E) and the average age of the group is 34. In terms of highest qualification about 40.7% of the beneficiaries held a Grade 12 and higher at the time of the interview (Annexure F).

All the beneficiaries were unemployed when they were selected to take part in the NSF-funded training. The questions on socio-economic circumstances were answered by 44 individuals. The duration of unemployment is reported in Annexure G. More than half (25: 56.8%) of them reported that they had been unemployed for more than two years when they got access to the training opportunity. This trend is expected as the Eastern Cape is known to be the province with very high levels of unemployment.

During the interviews beneficiaries were asked what they did with their time while they were unemployed and before they got access to the NSF training opportunity and what their means of support were during that period (Annexure H). More than a third (17: 38.6%) of the respondents indicated that they were actively looking to find work, another third (15: 34.1%) reported that they just lazed around, and 7 of them (15.9%) stated that they did piece work for payment in kind. Only a few said that they were doing unpaid volunteer work or took care of the home full time. The major source of support for beneficiaries was cash, food, and clothing from family and friends.

Outcome of training (Annexure I)

There were 56 beneficiaries in total in the Duncan Village housing project. Of the total 56 trainees, 26 were employed on the project as general labour and were waiting for the employment opportunity related to their specific area of training. The project is part of the EPWP and has the dual aim of providing formal housing as well as generating employment and training opportunities within the local community. Many challenges and delays characterised the process of securing the contractor and signing the service contract for this project, which ultimately resulted in an overall delay of 12 months before the project could start. Interviews were conducted with 28 of these beneficiaries. Nineteen of the 28 beneficiaries indicated that they were not placed. The views of some of the beneficiaries on their experiences are reported in the box below.

In their own words

"I have been able to help out in our community with any plumbing"

"I have skills to find employment and yet it is difficult to find employment"

"I can now help my neighbours in fixing their toilets"

"I am still looking for work but I hope in future I shall get a job and earn a good income"

"I am unemployed but I will find a job in years to come"

There were 14 beneficiaries in total in the Masihlume-Magwali project and seven of them were interviewed. All seven beneficiaries have been placed in the project. However, the funding received from the Department of Social Development only provided the initial stock of laying hens and feed for the initial stages of the project and did not include any form of living allowance or stipend; income for the project participants was to be generated from the project itself. The project focused on self-employment based on egg and poultry production through supply to the many local bed & breakfast establishments in the area. The words of the beneficiaries in the box below describe some of their feelings about the value of this opportunity.

In their own words

"I now know how to manage business (take care of chickens)"

"I have learned how to manage the business, take care of chickens and manage the finances"

"Unless we start our own business but, there is no work opportunities in our province"

"The skills that we get here, can be used to start my own business"

There were 49 beneficiaries in total in the Hope Factory project, of whom 19 were interviewed. All of them were placed in the project. The Job Creation Programme Incubator phase of the project provided beneficiaries with an opportunity to gain practical experience and earn an income in a sheltered and developmental environment while setting up their own businesses. In this phase beneficiaries were employed at the factory on a contract basis. In the Entrepreneur Development phase beneficiaries are provided with ongoing support and access to networks and mentoring and, in some cases, seed capital with which to start their own businesses in their communities. The views of some of the beneficiaries on their experiences are reported in the box below.

In their own words

"I have a certificate in sewing, patternmaking, paper crafting and designing"

"I am going to use the certificate to look for a job"

"I know I will be able to find a job at a clothing factory"

"I am working at the moment and I also sew in my spare time at home"

"There is not factories (clothing) in our area"

"I am not employed but I can sew to make some money for myself"

1.7 Conclusion

The three projects that were chosen as part of the Eastern Cape case study were all very different from each other. Despite this, all three were presented to the researcher as examples of 'successful' projects undertaken by the Eastern Cape Department of Labour and thus cannot be seen as generally representative of the projects in the province.

Overall, while all stakeholders felt that training of unemployed people held many benefits, both tangible and intangible, a whole host of challenges limited everyone involved from gaining the maximum potential benefits from the training.

The most successful of the projects examined in the Eastern Cape must be The Hope Factory. Notably, this project – which provides both the training and the initial employment placement of beneficiaries – was initiated prior to the availability of NSF funding and has managed to successfully survive the discontinuation of this funding in the province. The project presents beneficiaries with a basket of technical-, business- and life skills. In addition it moves them from training to work placement to self-employment through a phased progression from teaching to ongoing mentoring. The approach taken by The Hope Project appears to be the most successful recipe for assisting previously unemployed people to achieve financial self-sustainability.

2. GAUTENG SOUTH

2.1 Project descriptions

The Gauteng Province was selected for a case study in order to provide an example of where NSF beneficiaries were placed in the formal sector. Only one project was selected. When the researcher scrutinised the list of NSF projects for the five-year review period, the NSF/UIF Artisan Development project was an immediately obvious example of NSF funds being used to address burning issues. These issues are scarce skills, the alignment of skills development strategies, and the promotion of skills development for the unemployed. Furthermore, the project is a good example of a collaborative effort of government and the private sector in terms of skills development and job creation.

NSF/UIF Artisan Development Project (Welders & Electricians)

- ***Background***

During the Provincial Skills Development Forum meeting in October 2008 the PO of the DoL in Gauteng-South made contact with strategic representatives of all three tiers of Government as well as formal sector employers. The intention of the PO was to identify employment opportunities for unemployed people. Two provincial government departments – Gauteng Department of Infrastructure Development and Gauteng Department of Local Government – expressed their need for artisan development through the departments.

Both of these departments submitted applications for NSF funding from the SDFW. They saw it as an opportunity to forge partnerships with the DoL and other stakeholders in order to take part in a skills

development intervention relating to scarce skills, the development of the skills of unemployed people, and creating decent job opportunities for the unemployed. The initiative also aligned with the provincial human resources strategy at the time, which specifically addressed artisan development. The feasibility study that was conducted by the South African Institute of Civil Engineering (SAICE) on employment opportunities in the municipalities was taken as further motivation to initiate a project of this nature.

The NSF/UIF Artisan Development Project is a broad ongoing project with a total of 320 apprentices across the following disciplines: plumbing, fitting and turning, welding, and electrical. The selected project (NSF/UIF Artisan Development Project: welders and electricians) is one part of the bigger project and involves only 60 electrician apprentices and 36 welder apprentices.

The project is a collaborative effort of the NSF and the UIF. The main objective of the UIF participation is to ensure that unemployed insurance beneficiaries will get access to training and employment opportunities – in this instance in scarce and critical skills. The arrangement with the DoL is that 50% of the selected candidates to take part in this project should be *ad hoc* unemployed candidates drawn from the Employment Services of South Africa (ESSA) database and 50% drawn from the UIF database.

The project is jointly funded by NSF (the SDFW) and the UIF (Poverty Alleviation Programme). The funding arrangement is that the NSF subsidises the institutional training (theoretical training) while the UIF commits funds for the monthly apprenticeship stipend, the selection and assessment of candidates prior to the commencement of training, a basic toolkit for each apprentice, and the cost of the trade-test preparation as well as the trade test itself.

The office of the Minister of Labour approved the project in May 2009. The PO Gauteng-South was instructed to roll it out as a pilot programme. In June 2009 the MerSETA became an official partner in order to oversee the quality assurance component of the project. The project became an example of the Accelerated Artisan Training Programme (AATP) of which the MerSETA is the custodian.

The AATP is an artisan programme that condenses a three- or four-year apprenticeship into 18 months. Potential candidates need a minimum of an N3 certification, assuming that the theoretical knowledge and base are already in place. Once that has been verified by testing, candidates commence a 24-week classroom simulation of a workplace learning environment and then go on to a 56-week period of practical on-the-job training. By the 80th week the candidates are supposed to be ready to do their trade tests.

However, the arrangement for the NSF/UIF Artisan Development project is to complete the apprenticeship in 87 weeks, seven weeks longer than the normal programme. The schedule for the project looks as follows:

- 24 weeks of theoretical training – this part ended June 2010;
- 56 weeks of on-the-job training – this is defined as placement in a further learning opportunity and the apprentices will be in this phase until June 2011;

- 5 weeks pre-trade-test training at the training provider after completion of the 56 weeks' on-the-job training – during these five weeks the training provider identifies the knowledge and experience gaps of the apprentices and tries to address these gaps before the trade test; and
- A one-day trade test.

A project of this nature and magnitude necessitates committed stakeholders in order to ensure a successful outcome. The next section describes the stakeholders that are involved and their different roles in the execution of NSF/UIF Artisan Development project.

- ***Stakeholders***

Details of the stakeholders involved in the project are set out in the paragraphs that follow.

1. Department of Labour (NSF and UIF)

The DoL funds the project in two ways: NSF allocation to pay for the theoretical training (training provider); and UIF allocation to pay the stipends of beneficiaries, as well as provide funds for the toolboxes and protective clothing. An area manager of the Gauteng-South PO is responsible for managing the project. The UIF has provided a full-time staff member to assist with the administration of the project. She is housed at the MerSETA for the duration of the project.

2. Training Provider : Industry Education and Training Institute (IETI)

The DoL procured the services of IETI to conduct the theoretical training of the project. The service provider was contracted by the DoL to train the 60 unemployed candidates in the electrical trade and the 36 candidates in the welding trade – a total of 96 candidates.

The training intervention constituted the institutional training of the MerSETA's AATP. The service provider is expected to ensure that all trainees successfully complete all modules contained in the training schedule for the specific trade under the AATP. It is also expected of the service provider to assess the trainees as competent before final payment in terms of the SDFW contract.

The DoL has required the training provider to assist with the selection of candidates, deliver high-quality training, conduct formative assessment, and compile student profiles. The training provider also has to assist with the facilitation of workplace training at accredited sites of learning. They must show competence in monitoring progress on a continuous basis, have the necessary administrative capacity to manage a government grant and claims system, conduct trade-test preparatory training, continuously evaluate the programme, and report service levels and milestones to the sponsoring client.

3. Lead employer 1: Gauteng Department of Local Government

The Gauteng Department of Local Government acts as a lead employer of the project's beneficiaries. The department is responsible for the arrangements with the host employers (Randfontein and Ekurhuleni municipalities), where some of the apprentices are busy doing there practical training. The department is also responsible for the payment of the stipends.

4. Lead employer 2: Gauteng Department of Infrastructure Development

The Gauteng Department of Infrastructure Development acts as a lead employer of beneficiaries on the project. The department is responsible for the arrangements with the host employers (MM&G, Group 5,

and City Power), where some of the apprentices are busy doing their practical training. The department is also responsible for the payment of the stipends.

5. Host employers for Gauteng Department of Infrastructure Development

The welding apprentices are placed with MM&G and Group 5. Some of the electrical candidates are placed with City Power. These host employers provide the 12-month practical experience for the apprentices.

6. Host employer for Gauteng Department of Local Government

Randfontein and Ekurhuleni Municipalities act as host employers for electrical apprentices. These host employers provide the 12-month practical experience for the apprentices.

7. MerSETA

The MerSETA is part of the project because it is the custodian of the AATP and has much experience in overseeing training of this nature. The MerSETA also acts as the quality-assurance partner of the project.

The amount spent on this project was R 2 000 000 and 130 days of training were afforded to each beneficiary.

2.2 Project management and co-ordination

The DoL decided to establish a steering committee as part of the management process of the project. All the stakeholders described in the previous section are part of the committee. The role of the steering committee is to monitor the progress of the project and to address problems as they arise during the duration of the project. The steering committee meets once a month.

The first phase (the current project under discussion) of the NSF/UIF Artisan Development project is seen as a pilot. The pilot phase provides DoL with the opportunity to identify the challenges arising from a project of this nature and to find solutions to address the challenges. The pilot also serves the purpose of making for future follow-up projects. The following are some of the major challenges that the DoL has identified so far in the execution of this project:

1. The transfer of the NSF from the DoL to the DHET posed the first challenge. When the project was initiated the NSF was still part of the DoL, but moved to the DHET shortly afterwards. This caused substantial re-arrangements in terms of communication, administration, and management.
2. According to the DoL there are too many roleplayers in this project and not all of them are at the same level of understanding what training of this nature entails. If stakeholders want to make a significant contribution regarding the training of people they need a very good understanding of the national skills development strategy in general, as well as an understanding of the process of learnership- and apprenticeship training.
3. It was a struggle to recruit the targeted 50% of the beneficiaries from the UIF database. The reason for this is that the unemployed people listed on the UIF database had been

employed in the past and the stipend was too little for them (most of them were retrenched and they had been earning salaries that were much higher than the stipend offered in this project).

4. The recruitment and selection process was not sufficient. The DoL selected a first round of candidates from the ESSA and the UIF database solely based on educational qualifications. However, a portion of the candidates who were selected held lower NQF levels than normally required for apprenticeship training. This presented more challenges to the training provider later (see Section 3.2). Furthermore, employers were not involved in the screening process. Employers' involvement is necessary because they know what type of people they need to work for them.
5. The lead employers do not have the internal capacity to execute a project of this nature. The process requires a full-time staff member dedicated to the project, as well as a financial system that can accommodate the payment of stipends to trainees. The project requires contracts with apprentices, which means that the Manpower Act and the Basic Conditions of Employment Act are applicable. This requires specific arrangements and responsibilities from the employers.
6. Employers did not have a say in the procurement of the training provider. Although the employers indicted that they did not want to be prescriptive, the DoL feels that selecting the service provider should be a joint process. It is important that employers are satisfied with the content of the theoretical training, as the beneficiaries are placed at their worksites.
7. The workplaces of the lead employers were not accredited when the project started. This put extra strain on the management of the project, as host employers had to be found to accommodate the apprentices for their practical training.
8. The UIF does not have the capacity to handle its part of the administration (i.e. paying the stipends/salaries to the lead employers). The employment services division of the DoL had to take over this role. In order to address this administration problem it was decided to allocate a full-time staff member from the UIF division to take care of the financial activities. (This person is sitting at the MerSETA for the duration of the project.)

The DoL officials indicated that they have learned a lot about managing a big project of this nature. Fortunately, this project is handled as a pilot, which provides the DoL with the opportunity to identify all the challenges, find solutions, and streamline the management of a project of this nature and magnitude.

2.3 Training provider

IETI was established in 1991 and falls under the Further Education and Training band within the National Qualifications Framework (NQF). IETI is an accredited national training provider and is presently affording training in all the major provinces of South Africa. The head office is based in Cape Town and additional offices are located in Johannesburg and Port Elizabeth. There are also satellite offices in the Free State, the North West, and East London. The training institution is fully equipped to offer ''mobile training''. This function is used for training in remote areas.

IETI is registered with the DoL and has signed Service Provision Agreements in all the major provinces. The training institution is also accredited with the Energy Sector Education Training Authority (ESETA) as its primary SETA. The accreditation with other SETAs such as MerSETA, CETA, FIETA and Services SETA is achieved through an extension of scope agreement.

Benefits

IETI is a well established provider that conducts training for the private and public sectors. It has a history of training for the DoL specifically. IETI's relationship with the DoL has benefitted it in so far as this relationship has enabled IETI to establish itself in many areas, and especially in disadvantaged communities. Beyond the monetary benefits IETI considers it a benefit to be able to provide training to unemployed people who could not afford any such training if it were not sponsored.

To this end IETI has developed mobile centres with equipment and facilitators that are deployed in disadvantaged communities. These mobile centres are also called "job centres"; they leave the tools and all beginners' material behind for the community to use when the training interventions are complete. Anyone from the community that has attended the training may use the tools for business purposes. Part of this training also includes business skills. The training provider usually identifies people in the group, establishes a Section 21 company, selects a management team, establishes a project, and trains the people. This model would not have been possible without sponsored training. As a training provider, IETI feels satisfied that it has made a contribution to skills development of disadvantaged individuals with the assistance of government funding.

Challenges

IETI mentioned three major challenges. The first is a general challenge while the other two are specifically related to the NSF/UIF Artisan Development Project. In general IETI emphasised that although it is a well established provider it still feels the effect of the termination of NSF funding. (Its training activity was significantly reduced after access to NSF funds was placed on hold.)

The other two challenges that relate to the project are the selection of candidates and the six months' non-stop period of the theoretical training. IETI was not part of the primary selection of candidates which, according to IETI, allowed the DoL selecting a proportion of candidates who did not have the required educational level for training in the specific trades (electrician and welder).

The training provider had to conduct its own assessment battery to ensure that the final candidates it chooses have the potential to complete the training. The assessment battery included assessing numeracy, literacy, three-dimensional perception, safety insight, electrical insight, and perception. After the assessment a face-to-face interview was conducted with the initial 150 candidates. In the end only 36 candidates could be selected to undergo welding training and 60 candidates for the electrical training.

Because the educational levels of this group of candidates were lower than normally required the training provider had to spend more time on the preparation of the candidates for apprenticeship

training; for example, there was a bridging period where the training provider attended to candidates' literacy and numeracy levels. This was done at the cost of the training provider. Only after the bridging phase were candidates ready to start with the apprenticeship training.

Another challenge was the six months' non-stop theoretical training. The duration of a normal apprenticeship is three years. Over the three-year period the apprentices receive 12 weeks' theoretical and practical training (four weeks per annum). This means that in each of the three years the apprentices get an opportunity to go back to a training centre after their practical training. This allows the facilitators to identify the gaps in the knowledge and experience of apprentices before they sit for the trade test. With the AATP the apprentices receive six months' non-stop theoretical training. After the six months they do 18 months' practical or on-the-job training. They only get the opportunity to go back to the training centre five weeks prior to the trade test, which does not leave enough time to address all the gaps in their knowledge and experience. This arrangement puts tremendous pressure on the training provider.

2.4 Employers

There are two lead employers for this project – the Gauteng Department of Local Government and Housing and the Gauteng Department of Infrastructure Development. However, when the contract was signed with the DoL neither of these departments were accredited workplaces, which is a requirement for apprenticeship training or any other related training. The option was then applied to make use of host employers who have workplace-accreditation status. Host employers in this regard implies that the apprentices are placed with the host employer for the practical training period but that the contract of employment is between the lead employer and the apprentice (not between the host employer and the apprentice). The complexity of this arrangement is one of the major challenges of this project.

The host employers for the Gauteng Department of Infrastructure Development are Group 5 and MM&G for the welding apprentices and City Power for the electrician apprentices. The host employers for the Gauteng Department of Local Government and Housing are Randfontein and Ekurhuleni municipalities (electrician apprentices).

Benefits

The main motivation for the lead employers (the Gauteng Department of Local Government and the Gauteng Department of Infrastructure Development) to take part in a project of this nature first and foremost relates to the addressing of scarce skills. The applications that they made for funding were linked to the dire need to facilitate artisan development. At the time of application in June 2009 it was indicated that municipalities in the Gauteng Province were desperately short of technical staff to deliver, operate, and maintain local government infrastructure in a sustainable manner. The applications were for training of apprentices in the following trades: fitting and turning; electrical; welding; and plumbing. The electrical and welding training is part of the project under discussion (the other trades are part of the broader project). Artisan training of this nature, therefore, aligns with the human resources development strategies of the two departments, as well as of the province.

Further motivations for the departments are manifold. The departments see it as their social contribution to provide training and employment opportunities for unemployed people. They also see it as an opportunity to cut down on outsourcing. Projects of this nature can provide a constant flow of people and skills that are needed to sustain the necessary work at municipalities and other service delivery entities such as City Power. A project of this nature enhances service delivery, as more workers are available at a low cost.

One of the host employers for the electrical trade (City Power) indicated that its motivation to take part was because they want every electrician working for the entity to have an apprentice. In this way City Power not only addresses the scarce skills problem, but also provides apprentices the unique opportunity for one-on-one practical training. City Power emphasised that in this way it is also "growing its own trees" because apprentices get the opportunity to learn the electrical network of Johannesburg.

The motivation for the private host employers where the welders were placed was threefold. First, they saw it as an opportunity to assist government to address the scarce skills issue in general in South Africa. Taking part in such an endeavour would also benefit them as a private company because they saw it as an opportunity to "grow their own trees". Both of the private employers indicated that they are planning to expand their businesses and could employ the majority of the apprentices on this project.

Second, host employers clearly stated that they also see such an opportunity as part of their social responsibility to help disadvantaged citizens. The apprentices on this project were all unemployed individuals. Host employers feel that they are making a major contribution to assisting the apprentices to obtain a formal qualification that is in demand. Furthermore, they feel proud to know that they can offer permanent employment to most of the apprentices after completion of the project.

Third, the employers indicated that an important benefit for them was that most of the apprentices were fully productive about two months after placement. This contributes to the output of the businesses at low cost. (Both the private host employers topped up the stipend of the apprentices by R 1 000 per month.)

Challenges

The challenges that the lead employer and the host employers experience relate broadly to contractual agreements, administration capacity, selection of candidates, and arrangements regarding the practical training phase.

Having lead and host employers presented itself as one of the major challenges of this project. First, it required complex arrangements to ensure that apprentices would have accredited worksites where they could do their practical training. Second, it brought about an administrative burden that the two departments that act as lead employers did not foresee. As pointed out in the conclusions and recommendations it became clear that the process would have worked better if the contracts had been directly between the DoL and the host employers.

When the project commenced in 2009 the departments (as employers) were not accredited workplaces and did not have the capacity to handle the administration of such a project, especially when it involves financial activities such as paying the stipends of learners. Because of the nature of the financial system to which the departments has to abide (Gauteng Shared Service Centre), stipends were not always paid on time. This caused some embarrassment for the host employers and discomfort for the beneficiaries.

The stipend amount is also a concern for the host employers. According to these employers, it is not enough to ensure that beneficiaries can get to work every day (on enquiry, beneficiaries indicated that a taxi bill can be anything between R600 and R1000 per month). This reality required private host employers to top up the stipend in order to ensure that the apprentices could attend work every day. Both private employers are paying the apprentices an extra R 1000 per month travel allowance. Host employers like City Power and the municipalities indicated that they do not have the contractual leverage to apply for allowances for the apprentices. City Power tried to place apprentices close to where they live but this is not always possible. This means that some candidates have to travel very far to get to the workplace.

Another challenge for the two lead employers is the status of apprentices in the contractual agreement. It is an apprentice contract and although the Manpower Act and the Basic Conditions of Employment Act are applicable for training of this nature, problems were still encountered in this regard. According to the agreement between the lead employers and the apprentices, it is not possible to provide the apprentices with insurance or medical aid. One of the departments tried to engage a service provider in order to arrange for workman's compensation for the apprentices, but without success.

In terms of the administrative burden, host employers also flagged the necessity to have a full-time dedicated staff member to handle all the administration requirements related to this project. This refers *inter alia* to filling out the attendance registers (some of the apprentices are spread across many locations), checking the logbooks, attending to problems the apprentices experience, seeing to the logistics of rotating the apprentices, and booking them for courses in some instances. Host employers further mentioned that unscheduled administration requests from the DoL or the lead employers make it very difficult for them to run their businesses.

The employers (both lead and host) were not part of the selection process nor of the setting of selection criteria. Most of the employers voiced the opinion that the screening process could be improved. The host employers where the apprentices are deployed for their practical training indicated that some of the candidates do not have the technical aptitude to complete an apprenticeship with ease. This places an extra burden on the assigned mentors. In the case where the municipalities act as host employers another problem arises regarding selection of candidates. Since these municipalities act as host employers, unemployed members of these communities feel that they have been left out and that they should have access to such opportunities.

Some of the employers, especially the municipalities, mentioned that the advocacy campaign regarding the project was not sufficient. According to them, the placement of apprentices at their sites caused some concern to Section 28 workers. These workers were not sufficiently informed about the nature

and the outcome of the project and the contractual position of the apprentices. Section 28 workers are permanently employed but, according to the host municipalities, most of them are not registered artisans and only hold a qualification between NQF levels 1 and 3. Many of them see the apprentices, who will obtain a full qualification at the end and become registered artisans, as a threat to their job security.

The lack of equipment (especially in the welding environment), the scope of the employment environments, and the lack of mentors pose a challenge to the host employers. This prevents the employers from providing full experience for the apprentices. In the case of the welding apprentices the host employers indicated that they do not have all the necessary equipment (they only do certain type of welding and only have purposeful equipment) that they need to prepare the beneficiaries for the trade test. Fortunately there is an arrangement with the training provider to identify the gaps in knowledge and experience of the apprentices in the pre-trade-test phase in order to try and address these gaps before apprentices sit for the trade test.

City Power stressed that the scope of its environment is not sufficient for electrical training in general. Its training only focuses on the Johannesburg network, which is not sufficient for electricians wanting to work as contractors. City Power tries to rotate the apprentices in order to give them the full experience that is needed. This is not always possible, as they have to travel in a tower wagon – which takes a maximum of three people only.

The content of the logbooks (the curriculum) does not satisfy most of the employers. According to them, it does not reflect fully what's happening in the workplace. The recommendation is that the DoL, the employers and the training provider engage in the preparation of the logbooks. This process should happen before the candidates are placed.

Another problem that was raised relates to the toolboxes and protective clothing that were provided with UIF funds. Some of the employers were very clear that the equipment and clothing were not of a high standard and that they had to replace it.

As was mentioned earlier, the employers are concerned that the pre-trade assessment of the apprentices is too late in the cycle of the apprenticeship. Employers are requesting that the assessment should happen earlier in the cycle of the training in order to address the gaps in the knowledge and experience. Some of them, specifically in the electrical field, expressed their opinion that an accelerated programme is not viable and cannot replace the normal period of training (which is three years). According to them, a project of this nature does not cover everything that a person needs in order to become an electrician.

2.5 Stakeholder perspectives

Benefits

The DoL's Labour Centres, training providers and employers all felt that the NSF/UIF funding holds many benefits for those unemployed people who are received training at the moment. The most important

benefit for the apprentices is seen to be obtaining a qualification that is highly in demand. Most of these beneficiaries will get access to permanent employment at the employers where they are doing their practical training at the moment. If not, they will hold a qualification and have skills that are in demand. This will enhance their employment mobility and give them access to opportunities at other employers.

Challenges

The consensus of the stakeholders is that the major challenges beneficiaries experience in this project are expensive transport, insufficient monetary compensation, and late payment of stipends. Beneficiaries who were selected who only held a Grade 9 certificate struggled with the mathematical work during the theoretical training.

Because the beneficiaries were sourced from the ESSA and UIF systems they come from different locations – sometimes far from the training and employer sites. Their stipend is insufficient to cover their transport bills. That is why the private host employers decided to top up the stipends with a minimum of a R1000 per month. This monetary contribution covers their travel expenses at least.

To add to their predicament, stipends are not always paid on time. This is mainly because of the administration problems of the lead employers, which were discussed in a previous section. In many instances the apprentices were absent from time to time. This has an impact on their practical training.

The host employers flagged the fact that the apprentices were only about 35% ready in terms of knowledge after completion of their theoretical training. However, the exposure to the work environment through their practical training quickly brought them up to the required level.

2.6 Beneficiaries

Profile

All but one of the 46 beneficiaries who were interviewed in Gauteng South are African and it is encouraging that almost a third (15: 32.6%) of the welding and electrical apprentices are women (Annexure D). Over two thirds of the group are younger than 30 years of age and the average age is only 28 (Annexure E). This trend relates to the nature of the project in Gauteng; artisan training. People who receive or enrol for artisan training are usually young. It is highly likely that the older beneficiaries on this project were selected from the UIF database (i.e. people who were retrenched and registered for unemployment benefits). In terms of highest qualification 60.9% (28) of the beneficiaries who are busy with artisan training hold a Grade 12 plus a certificate equivalent to a NTC/NVC Levels 4-6, while another 28.3% (13) hold a qualification equivalent to a NTC /NVC Level 3. This trend is to be expected, seeing that the educational requirement for most apprenticeship training is very specific. There is also one apprentice holding a national diploma/degree (Annexure F).

All the beneficiaries were unemployed when they were selected to take part in the NSF-funded training. The questions on socio-economic circumstances were answered by 37 individuals. The duration of unemployment is reported in Annexure G. Close to a third (32.4%) of beneficiaries in Gauteng indicated

that they had been unemployed for one to six months prior to the training opportunity. During the interviews beneficiaries were asked what they did with their time while they were unemployed and before they got access to the NSF training opportunity and what their means of support were during that period (Annexure H). Close to half (17: 45.9%) of the beneficiaries were busy with studies and 10 (27.0%) indicated that they were actively looking for work. The major source of support for beneficiaries was cash, food, and clothing from family and friends while some (6) said that they were doing piece work for pay.

Outcome of training (Annexure I)

There are 96 electrical and welding beneficiaries in total in the NSF/UIF project. Interviews were conducted with 46 of the beneficiaries. All the beneficiaries (96) of the NSF/UIF project were placed with private and public host employers after completion of their six months' theoretical training. Uptake in the 18-month practical training is defined as placement in this case. There is no doubt that the benefits of this project are highly significant for the apprentices. They were all unemployed before being recruited and have been offered a training opportunity that can change their lives. Not only do they obtain a full qualification, but they obtain it in an area where there is a scarcity of skills. This means that their skills will be highly in demand after completion of the 18-month practical training. The box below portrays the value of the opportunity to some of them.

In their own words

"The trade that I do is scarce and I have the experience, so yes my chances to get a job and earn good money have increased"

"When I become an artisan and have a driver's licence, I can get a job at big companies"

"The training helped me to have better experience so I will be able to market myself"

"I have gained experience, and it is up to me to impress the employers so they can hire me"

"I have already received offers from other companies"

2.7 Conclusion

The Gauteng case study provides a good example of a project where the training opportunities afforded to beneficiaries lead to the securing of sustainable employment. The NSF/UIF artisan development project uses NSF and UIF funds to address burning issues such as scarce skills, the alignment of skills development strategies, and the promotion of skills development for the unemployed. Furthermore, the project is a good example of a collaborative effort of government and the private sector in terms of developing skills in scarce areas and creating jobs.

Although the management and administration of this project pose many challenges, the benefits bestow on the training provider, employers and beneficiaries of training by far surpass the challenges.

Furthermore, the fact that the project is registered as a pilot makes it possible for the different role players to identify the problems and address them during the life of the project.

One of the role players pertinently mentioned that "all of us benefit" – in reference to government, the training provider, private employers and apprentices. One of the most significant phenomenons of this project is the collaborative approach that is used. Partnerships have been forged between the DoL, the training provider, the employers, and the MerSETA. All the stakeholders have a common goal – to take part in a skills development intervention relating to scarce skills; the development of the skills of unemployed people; and creating decent job opportunities for the unemployed. Furthermore, at a macro level the initiative also aligns with the human resources development strategy of the departments and the province. It is also a good example of a skills development initiative that was planned after a needs analysis had been conducted.

There is no doubt that the benefits of this project are most significantly for the apprentices. They were all unemployed before being recruited and have been offered a training opportunity that can change their lives. Not only do they obtain a full qualification, but they obtain it in an area where there is a scarcity of skills. This means that their skills will be highly in demand after completion of their training. They will have access to sustainable jobs and be able to increase their earning potential as they gain experience. Some of them may even have the opportunity to become self-employed by establishing their own businesses.

The DoL indicated that it is already planning a second phase of this project. All the stakeholders offered recommendations to address the difficulties that were encountered during the pilot phase. The following is a summary of the recommendations:

1. Recruit employers at the coalface, such as in the municipalities, where the delivery actually takes place. Ensure that the employers have workplace accreditation when the project starts.
2. Evaluate the capacity of the employers to manage a project of this nature and address the capacity constraints before the learners are recruited and selected.
3. Ensure that employers have a dedicated person that understands learnership- and apprenticeship training.
4. Enter into funding arrangements or agreements that set obligations on both parties (DoL and all other stakeholders).
5. Introduce the planning arrangement at the point of a funding window more carefully. Enough time should be allocated to sitting down with the recipient of the funds and talking them through the agreement. Experience shows that there is a time gap between the application for funds and the signing of the contract. There should be a comprehensive discussion process leading up to the signing of the contract.
6. Ensure that a good payment system is in place. The experience with the pilot shows that the NSF cannot respond to detailed cash flow arrangements. Rigorously support a month end to the benefit of the employers.

7. Establish only one funding partner for a project of this nature. The experience with the pilot project shows that the two funding elements (NSF and UIF) did not always work well because they have different objectives and auditing processes.
8. The NSF should not be involved in artisan training outside a SETA. Furthermore, the SETA involved should provide evidence of its capacity to be involved in a project of this nature.
9. Schedule monthly contact meetings or sessions between all parties in addition to the steering committee meetings. The meetings must be about the progress of the process, identifying problems in time, and sharing best practices in terms of solving problems as quickly as possible.
10. Engage all employers and training providers with the selection of candidates.
11. Review the stipends and bring them onto par with Bargaining Council rates.
12. Consider changing the process of six months' theoretical training and 12 months' workplace training in order to schedule the pre-trade assessment earlier in the cycle of the training.

3. KWAZULU-NATAL

3.1 Project descriptions

Four projects were selected as part of the KwaZulu-Natal case study. All these projects were EPWP projects for the eThekwini Municipality Water and Sanitation Department. All four were administered by the Pinetown Labour Centre. Two training providers were responsible for the artisan-type training across the four projects. A third training provider was responsible for training emerging artisans in enterprise development in one of the projects. The training of health and safety on one of the projects, and on clerical/administration skills and communication skills on another, was provided by two additional training providers.

eThekwini Water and Sanitation Projects

The eThekwini Municipality has the mandate for service delivery in the greater Durban area of KwaZulu-Natal. This area stretches from Tongaat in the South, to Cato Ridge in the West, and Umkomaas in the North and includes both developed and urban areas, as well as undeveloped rural and township areas. The Department of Water and Sanitation is responsible for the delivery of water and sanitation services within the eThekwini Municipal area.

In general, ward councillors identify the need for new or improved services to their communities (such as water and sanitation, housing, roads etc.) and present these needs to the municipality. Subsequent to these presentations, each municipal department conducts a survey to determine the scope of the need, before developing a project business plan and finally approaching the Municipality Infrastructure Grant (MIG) with the plan and the request for funding. This was the process that led to the initiation of the water and sanitation projects in the communities of Mabedlana, Ntukuso, Zamani 2B and Georgedale.

All such municipal projects fall under the EPWP and, in addition to service delivery, have the aim of poverty alleviation. This means that preference for labour on these projects is given to people from the area. All unskilled labour jobs are given to local people within the community, while skilled jobs are

given to community members only – where these skills are available. Ward councillors assist in determining who in the area has the necessary skills and which unemployed people will work as part of the project.

The number of job opportunities that each project presents depends upon the number of unemployed people that require a work opportunity, as well as the scope and duration of the project. In general if there are more unemployed people than the number of jobs available, people rotate and each one gets a turn for not less than three months. Wages are paid for the duration of the work opportunity. However, the municipality makes no contribution to UIF for those it employs in these projects.

For all four projects, the municipality made a formal request for funding for training via the Pinetown Labour Office. This happened once the projects had been identified and approved in terms of the MIG budget. Once training funding had been approved, the Department of Labour indicated the minimum number of trainees required for each of the training courses. The nature of each of the projects determined the maximum trainee numbers as each trainee had to be guaranteed a placement of at least three months on the project in the area of their training. Ideally, all NSF-funded artisan-type training takes place in the three to six months prior to the start of the project.

The ward councillor, together with the Project Steering Committee and the Technical Management Committee (elected by the community), decided on the allocation of these training opportunities according to the community's knowledge of individuals' passions, past experience, education levels and general ability to learn. The entire process was heavily community driven.

In addition to the application for funding for training of unemployed people prior to the commencement of the project, the municipality also encouraged skilled artisans within the community to register themselves as private businesses. These emerging entrepreneurs were then contracted to the project on the condition that all trainees with the related skills would work under their supervision for the duration of their placement. Trainee wages, however, remained the direct responsibility of the municipality.

All artisan training beneficiaries formed part of the beneficiary sample. In addition, all beneficiaries of health and safety training on the Mabadelana project were included, as were the beneficiaries of admin/clerical training and communication training on the Zamani 2B project.

Stakeholders who participated in personal interviews, and whose views are reflected in this chapter, include the ESP at Pinetown Labour Office, a representative of the eThekwinini Municipality Water and Sanitation Department, as well as the three training providers involved in artisan-type training on the four projects. Because of the time that had passed since these projects were undertaken in late 2007 and early 2008, as well as the fact that these projects were not unique, stakeholders tended to report their views of the benefits and challenges of their involvement with DoL NSF funding more in general terms than in relation to the four case study projects in particular.

MTL Training and Projects

MTL Training and Projects (MTL) started as a company in 2006. The founder was previously in the teaching profession but, because of the low wages and limited potential for professional advancement, decided to move into skills training.

Through the process of getting accreditation with the Construction SETA in 2007, the founder became aware of the NSF funding for unemployed people that was being administered by the Department of Labour. MTL registered on the Department of Labour training provider database – a process, it reported, that was not difficult. Since then MTL has also registered with the Services SETA and with the ETDP SETA as a training provider.

At the time of the research, the company employed eight people and offered training in bricklaying and plastering, pipe laying and maintenance, and carpentry.

MTL was awarded the contract to provide training for the Zamani 2B Water and Sanitation Project (for 12 people in plumbing), for the Mabedlana Water and Sanitation Project (for 23 people in bricklaying and for 10 people in pipelaying and maintenance), and for the Ntukuso Water and Sanitation project (for 12 people in bricklaying and for five people in pipelaying and maintenance). The award for the Zamani 2B project training was the first contract that the company received and training was done in August and September 2007. Based on this training, the company was awarded the contracts for the Mabedlana and Ntukuso projects, with the training taking place between January and May 2008.

Zamakakhulu Training and Facilitation

Zamakakhulu Training and Facilitation (Zamakakhulu) operated from June 2006 until late 2008. The founder and managing director made use of accredited trainers for each of the different types of artisan training courses that Zamakakhulu offered: bricklaying and plastering, pipelaying and maintenance, and plumbing.

The business was set up in response to the need for NSF-funded training on EPWP projects in communities and was registered on the Department of Labour training provider database. Simultaneously the company aimed at providing training for the SETAs and for the general public. Although there were enquiries for training from private individuals, these were not in sufficient numbers to justify the cost, with the company thus focusing its training efforts on contracts for the Department of Labour and a few private companies. Insufficient demand for training once the NSF funding was stopped in KwaZulu-Natal resulted in the closure of the company. Currently, the founder works as a consultant Skills Development Facilitator and is an accredited assessor and moderator for a range of courses registered with the AgriSETA, HWSeta and the Services SETA.

Zamakakhulu was awarded the contract to train 12 people in pipelaying and maintenance on the Georgedale Water and Sanitation Project. The training took place over March and April 2008.

Entembeni Education and Training Trust

Entembeni Educational and Training Trust (Entembeni) was set up in June 1998, part of the greater Entembeni Trust. Between March 2007 and January 2010, a BEE company was contracted to manage the Entembeni training facility. At that time, with a total staff complement of 10 people, Entembeni was approached by the Department of Labour to register on its database. The contact with the BEE company was, however, not renewed at the end of the period, and Entembeni's training manager of ten years then decided to start her own training centre on the premises, which is leased from Entembeni Trust. Most of 2010 was devoted to starting up the new business and getting accreditation. The new business, which started training in January 2011, is operating as Inchanga FET College.

As in the past, the training that is offered now focuses on the construction industry and includes: carpentry; plumbing; bricklaying and plastering; tiling; electrical; the international computer drivers licence (ICDL); and construction contracting. In the past, however, most of these were offered as 'basic skills' courses that were accredited by the Construction SETA (building) and the Energy SETA (electrical). Now, as an FET College, all these courses are also aligned with the NQF.

Entembeni was requested to provide six emerging contractors employed on the Georgedale Water and Sanitation Project with training in enterprise development. This course formed part of the longer course in construction contracting, registered at the NQF Level 2. Motivated more by a desire to help the community and maintain good relations with the Department of Labour than by the remuneration, which they argue barely covered the costs, Entembeni agreed to provide the training. Training took place during April and May 2008.

3.2 Project management and co-ordination

All four projects in KwaZulu-Natal were managed by the Pinetown Labour Centre. The ESP indicated that there were no problems with monitoring the various projects, and that all three training providers were well prepared to meet the expectations that were placed on them. Additionally, as many projects were undertaken for the eThekwini Municipality Water and Sanitation Department, this allowed a good relationship to development between the ESP and the employer.

A major challenge, however, from the perspective of the ESP was the requirement of EPWP projects to work with the communities. Projects are initiated by the ward councillors and these councillors are directly involved in every interaction related to the project: they decide on who will get an employment opportunity; who will get a training opportunity; and which of the emerging contractors in the community will get contracts on the project. Because of this, progress is generally slow, and delays to project start dates and training start dates are often the result of community politics.

3.3 Training providers

Benefits

The three training providers that were involved in the four case study projects in KwaZulu-Natal listed three major benefits to them for being involved in the DoL NSF-funded training:

The founders of MTL and Zamakakhulu both used the availability of funding for training unemployed people as the platform from which to launch themselves as training providers. Furthermore, they indicated that the DoL's willingness to "take a chance" on them as emerging training providers enabled them to break into the sector. For the duration of the availability of the NSF funds in the province, this form of funding provided the main form of income for both these companies. MTL indicated that repeated contracts from the DoL enabled the company to build a name and a reputation for itself that enabled it to survive as a company once the funding was stopped.

Entembeni, a training provider that was only minimally involved in DoL NSF-funded training projects, indicated that the benefit to them in participating in the training was that it could maintain a good relationship with the DoL and at the same time be seen by the local community to be "helping out".

All three training provider also noted the joy they received from seeing unemployed people becoming skilled and confident, willing to express their opinions, and willing to try and make a living on their own.

Challenges

Despite these benefits, the training providers reported a number of challenges.

A major concern related to the almost total lack of transparency in the process by which training contracts were awarded by the DoL. Some training providers were contracted to more work than they could deliver on, while others received few contracts. There also appeared to be no direct link between the location of a project and the location of the training provider that received the contract.

No quoting was allowed for NSF training as amounts per trainee were pre-determined. These pre-determined rates failed to allow for any training provider transport costs, and also had the unintended negative consequence of making some courses more profitable than others. The result was that training providers were all eager to offer the profitable courses and not at all eager to offer the unprofitable ones.

Poor administration on the part of the DoL, particularly in the form of delays in signing agreed contracts and late payments for training provided, resulted in cash flow problems in smaller training providers and placed the sustainability of these operations under severe pressure. The DoL hosted a number of workshops for training providers where these issues were raised; however, nothing was ever done to improve the situation. MTL indicated that only dogged persistence on its part resulted in signed contracts and relatively timely payments.

The delays in signing contracts with training providers also resulted in delays to the actual training. This considerably reduced the overall benefit of the training, as trainees often missed out on getting a training-related work opportunity because the project was over by the time the training was complete.

The sudden manner in which the DoL NSF funding was stopped made it very difficult for the training providers. MTL shifted its focus to training for other government departments and for private companies, but Zamakakhulu was forced to close its operations.

Finally, training providers felt that while the DoL should have been involved in the monitoring and evaluation of the funding provision, it should not have been responsible for overseeing the training or the monitoring of the quality of the training. According to the training providers, the responsible people in the DoL have neither the qualifications nor the capacity to perform this function.

3.4 Employers

Benefits

The eThekwini Municipality Water and Sanitation Department was the employer for all four of the case study projects in KwaZulu-Natal. The person who had worked directly with these particular projects no longer worked at the municipality by the time of the research, having been dismissed on account of fraud related to these projects. Just the same, the person currently in the same position felt that the municipality had indeed derived some benefit from the availability of DoL NSF funds for training unemployed people on these EPWP projects.

For the Water and Sanitation Department the real benefit of the DoL NSF training was more general than skill specific, in that the people who had undergone the training were slightly more work ready than those who had not. Trainees were more likely to arrive at work on time, be dressed more appropriately, and able to concentrate for longer periods of time. Trainees also seemed to take pride in the certificates they had received through the training and many strove to be seen as more professional and responsible. Health and safety training in particular helped to improve the dress code on site and to depersonalise the dress regulations.

In general, trainees felt that the quality of artisan-type training was sufficient and that trainees were generally work ready on completion of the training. Just the same, it is noteworthy that since the NSF funding was stopped in mid-2008 the Water and Sanitation Department has continued to engage in similar EPWP projects without providing any artisan-type training at all.

Challenges

One of the biggest challenges related to the DoL NSF training was the timing of the training. Ideally, artisan training should take place three to six months prior to the start of the project. This timing ensures that: trainees skills are available right from the start of the project; people are not taken out of the workplace once the project has started, which would impact on project deadlines and deliverables; trainees can maximise their training-related work opportunity; and people are not tempted to pass up

the training opportunity because the DoL stipend, paid for the duration of the training, is less than the wage they can earn as general labour on the EPWP projects. Only in a very few instances was this ideal ever reached, with the municipality facing all the negative consequences of delayed training on a regular basis.

Delays in training were generally the result of delays on the part of the DoL in contracting training providers. On most projects training only started once the project was already underway. This meant that the beneficiaries of the training did not get the full benefit of the training-related work experience. In one instance a project was stopped before the training was complete and so the trainees got no work experience at all. In all these cases the employer derived no benefit from the training either.

3.5 Stakeholder perspectives

Benefits

The skills, together with the work opportunity, were seen as the most important benefits to those who received artisan-type training as part of the four case study projects in KwaZulu-Natal. The training offered skills development to people who may never have had another training opportunity and at the same time gave them a first job, allowing them to get a formal job reference. eThekwini Municipality counts it as an important reference for permanent jobs if applicants have previously been employed on EPWP projects, as it speaks to the municipality of endurance and the determination to rise above one's circumstances. In this way, many trainees on EPWP projects have gone on to become permanent employees of the municipality, in this way gaining access to permanent salaries and other career opportunities.

Outside of future employment opportunities with the municipality, stakeholders felt that trainees were given sufficient skills through the artisan training and the related work experience in order to find additional employment either on other EPWP projects initiated by the ward councillor, by working under sub-contractors on projects, or through self-employment. Many members of the community require the skills of bricklayers, plasterers, plumbers and carpenters, which means that people with these skills will be able to generate sufficient income to survive – even in rural communities. It was even suggested that some of those that first undertook artisan training as part of the DoL training on EPWP projects went on to undertake trade testing at Oliphantsfontein and get formal trade qualifications through this means. The skills acquired through training are also considered to be useful for individuals in their personal capacity as home owners, as these allow them to make repairs or extensions to their own house or to family houses.

The municipality reported knowing of trainees that had used the training stipend and placement wages to gain other skills such as a driver's licence that could be used to get a job or generate income in a different way. Others reportedly bought bricks with their income and used them to build their families their first-ever brick house. Many used the money to feed their families and to buy school uniforms for their children – all of which are a benefit.

Even the health and safety training that everyone got is considered to have had a positive impact on beneficiaries: not only did it impact on their health and safety at work, but it made its way from the workplace to both homes and schools, and people started to look after themselves better.

Training also had benefits for trainees in respect of empowerment. Not only did it provide some possibility of a better future, but also built people's self-image. The six beneficiaries of the enterprise development training were selected from a whole roomful of emerging contractors, which gave them a solid vote of confidence from their community. This course in particular was very beneficial in helping those with artisan skills in become sustainably self-employed, in that it provided them with skills on how to tender for work; how to estimate the costs of doing a job; and how to manage their own resources on site. All of these skills aim to make artisans' businesses more profitable and more likely to grow and be able to employ others.

Challenges

According to ESPs, employers and training providers, a range of challenges prevented beneficiaries from getting the maximum value from their training opportunity.

Many of the trainees were functionally illiterate, and even those that were literate had generally only had access to very poor-quality schooling education. English language skills were also generally limited, especially in terms of the need to understand written training material. In addition to this, most trainees had been unemployed for a significant period prior to the training. These factors together impacted negatively on individuals' concentration capacity and equally on their ability to absorb the full value from classroom training that was presented in full-day, consecutive sessions.

The quality of the training, particularly of short-courses not related to artisan type training, was questioned. The lack of standardisation of course content, the fact that training providers for these courses did not have to be SETA accredited or have their training NQF aligned, and the fact that much of the course material was considered to be out of date, raised serious questions about the value of this type of training to either the beneficiaries or the employers.

The recurring issue of delays to the start of training was a massive disadvantage to beneficiaries. Many were unable to get the full value of their training-related work opportunity. Some got no work opportunity at all because the project had already finished by the time the training was complete. As the combination of skills training and related work experience is considered to be at the heart of the benefit of DoL NSF training, delays to training that impacted on trainees' ability to access the work opportunity, virtually nullified all the benefits of the training.

While most of the stakeholders considered the quality and content of the artisan training to be sufficient to enable trainees to work under the supervision of contractors on the various projects, it was not considered sufficient to support self-employment. Their lack of literacy skills, language skills and business skills imposed a severe limitation on trainees' ability to build sustainable micro-enterprises on the basis of their newly acquired technical skills.

3.6 Beneficiaries

Profile

All but one of the 56 beneficiaries who were interviewed in KwaZulu-Natal are African and almost two thirds (34: 60.7%) are women (Annexure D). Over two thirds of the group (70.3%) are younger than 35 years of age and the average age is 31 (Annexure E). In terms of highest qualification 25 (44.6%) of the beneficiaries held a Grade 12 at the time of the interview and 6 a Grade 12 and above (Annexure F).

All the beneficiaries were unemployed when they were selected to take part in the NSF-funded training. The questions on socio-economic circumstances were answered by 49 individuals. The duration of unemployment is reported in Annexure G. Twenty-nine (59.2%) of the beneficiaries indicated that they had been unemployed for one to six months prior to the training opportunity. During the interviews beneficiaries were asked what they did with their time while they were unemployed and before they got access to the NSF training opportunity and what their means of support were during that period (Annexure H). Close to half (23: 46.9%) of the beneficiaries indicated that they were actively looking for work during their unemployed spell but were not successful in finding employment. The major source of support for beneficiaries was cash, food, and clothing from family and friends while some (12) said that they were doing piece work for pay.

Outcome of training (Annexure I)

There were 90 beneficiaries in total in the selected projects in KwaZulu-Natal. Interviews were conducted with 56 of the beneficiaries. It turned out that more than two thirds of the 50 beneficiaries (38) were not placed. The problems experienced in KwaZulu-Natal were highlighted in the case study (i.e. delay of projects, poor training in some instances, and lack of efforts to place beneficiaries or placing them too late when the project was close to the end.) The feedback of some of these beneficiaries tells the story.

In their own words

"I am working and this training made me earn an income"

"Maybe if I train again and get a certificate I will find something, because it has been a long time since the training"

"There is no job for this training"

"Till today I have not been employed"

"I can't find a job because till now I have not received my certificate"

"One employer told me that my certificate is not up to standard"

"There is no hope for employment"

3.7 Conclusion

All the projects examined in KwaZulu-Natal were administered by the Pinetown Labour Centre, with the eThekwini Municipality providing the employment placement through EPWP projects in water and sanitation. Two of the three training providers interviewed provided technical artisan-type skills training, while the third provided emerging artisans with business skills through a course in enterprise development.

While the provision of basic technical skills to previously unemployed people is considered to be beneficial in a number of ways, sustainable self-employment based on this basic level of training is considered rare. Beneficiaries require a package of skills that includes not only technical skills and related work experience, but also business, literacy and life skills.

4. LIMPOPO

4.1 Project descriptions

The Limpopo Province was selected for a case study to portray the use of NSF funds for social development and EPWP projects. The main aim of such projects is poverty alleviation, skills formation, and job creation in the projects. Limpopo was also selected to get a sense of the value of NSF/DoL projects initiated in deep rural areas. The two projects that were selected were executed under the management of the Jane Furse Labour Centre in Sekhukhuneland.

Hlabologang Bakery

Hlabologang Bakery was established in 1997 without any funding. The owner, a female citizen of Masemola, decided to build mud ovens at her house to start baking bread in order to generate an income for herself. In 1998 she applied for funding at the Department of Health and Welfare after which she received an amount of R184 000. However, she realised that she needed a bigger facility in order to create a more sustainable business. In 2006/2007 she registered a project in terms of the non-profit organisation act after receiving funds from the Limpopo departments of health and public works.

The project is located at Masemola Village, about 95 km from Polokwane. It is situated at the centre between Lebowakgomo and Jane Furse. It is a rural community with an estimated population of about 10 000 people. The average household income per month ranges from R100 – R550. And the major source of income in the community is pension money.

The main aim of the project was to alleviate poverty and create jobs in the local community. All the beneficiaries were placed in the project and are still employed by the bakery. The project was given land and a building where they are still performing their activities today. The premises are at the central point of the village (Taxi rank) where production takes place. They used the funds that were allocated under the NSF/DoL agreement to acquire equipment like baking pans, a big stove, a big trolley, buckets, tables and chairs. This helped them to expand the business and perform their activities as a bakery.

The bakery has a sustainable market in the local community as well as in the neighbouring communities. The typical clients are individuals, schools and crèches. The project doesn't have similar competitors as it is the only enterprise that produces homemade bread locally and in the surrounding areas.

The outcome of the project was very significant to the community. All 13 beneficiaries that were placed in the project are still working at the bakery. The project supplies the whole community with bread. However, the bakery is now at the stage where it needs assistance to expand. The bakery has the potential of growing into an SMME with the good and promising market at their doorstep. The bakery is now at the stage where it is aiming to become a company / co-operative in the near future. The bakery needs extra equipment (baking oven with the capacity of 500 bread per bake and a backup generator in case of power failure) to take the business to the next level. The plan is to expand the activities to catering and confectionary, chips production, and fruit juice production.

The contract for training was initiated by DoL and awarded to two providers, Ramasedi Community Development Project for the Baking training and Skills for Africa for the Business training. Ramasedi Community Development Projects is headed by a former teacher. The training provider was registered in 2002 as a cc. Training started in 2004 in the areas of agriculture and sewing. In 2007 she saw the opportunity to train in the baking field for the Hlabologang Bakery project. The provider sub-contracts facilitators when needed. Skills for Africa provided onsite training to the beneficiaries in basic business skills and elementary bookkeeping.

Key stakeholders in relation to the project include: the Jane Furse Labour Centre, responsible for providing the primary link between the training providers provincial Department of Labour; Ramasedi Community Development Project and Skills for Africa for the training of beneficiaries; and Hlabologang Bakery providing the employment opportunities. Representatives from each of these groups were interviewed as part of the research process.

The amount spent on this project was R 49 186 and 30 days of training were afforded to each beneficiary.

Early Childhood Development Sekhukhune

The Early Childhood Development (ECD) project was initiated by the Limpopo Department of Education (DoE). The Department found that the literacy levels of pre-school practitioners or child carers are in general very low in the province. This motivated them to initiate the ECD project in order to train practitioners without a Grade 10 up to NQF Level 1.

DoE realised that with good planning they could not only offer candidates one training opportunity, but a career path if they encourage candidates to continue with training up to NQF Level 5 and even NQF Level 6 (at NQF Level 6 they become fully fledged teachers). The provincial office determines the number that can progress in this way according to DoE's needs. At this stage experience shows that about a quarter of the beneficiaries who received training in Child Care Level 1 in this project proceeded to training at NQF Level 4 and NQF Level 5.

The project is sustainable because there is a constant demand for ECD sites in the province and there are not enough practitioners with sufficient skills to take care of children. At the district level the project also aligns with the skills development strategies of the whole province as well as the national EPWP plan for the social sector.

The contract for training was awarded to Bopaditshaba. Bopaditshaba started to operate as a Non-Profit Organisation (NPO) in 2002. At that stage most of the training offered was in the following fields: Business management; Marketing; Sales; Elementary Bookkeeping; Vegetable Production; Basic Pest Control; and First-Aid. Between 2002 and 2004 the provider got involved in community-based training. In 2005 the DoE in Limpopo approached them to train ECD practitioners for them. They initially started training beneficiaries in Child Care Level 1 (70 on this project), but the model that the department used in terms of offering beneficiaries a career path in ECD requested the training provider to offer training at NQF Level 4 and 5. The provider has five full-time staff members. The director of Bopaditshaba clearly stated that their motivation to take part in the NSF/DoL training was to participate in skills development in the community and specifically to meet the demand of the DoE to develop people who are working in the ECD sector.

The project also shows good after care. The department uses a monitoring tool to check if the beneficiaries at ECD sites are implementing what they have learned. The monitoring process entails checking the following at the sites: does the head keep all the records (i.e. registration of learners, the constitution, the minute book for the site management committee meetings); do they prepare for the day, apply a daily programme, and complete the observation forms to mark the progress of children; and is the environment conducive for learning.

Key stakeholders in relation to the project include: the Jane Furse Labour Centre, responsible for providing the primary link between the training providers provincial Department of Labour; Bopaditshaba for the training of beneficiaries; Department of Education for providing the employment opportunities. Representatives from each of these groups were interviewed as part of the research process.

The amount spent on this project was R 911 284 and 40 days of training were afforded to each beneficiary.

4.2 Project management and coordination

The officials of DoL indicated that in general in Limpopo the EPWP projects were more successful than the social development ones. Their estimate is that only about 60% of the social development projects were successful, including the Hlabologang Bakery project.

A lack of coordination between government departments in general made it difficult to manage the projects efficiently. DoL often found that they would take responsibility for the training activity of a project while the other relevant departments did not lend any support in terms of their obligations. According to DoL it seemed as if the other departments were not always interested in the sustainability of opportunities. The departments just saw their contribution as a once-off financial subsidy or donation

and did not want to become part of the broader planning to make projects more sustainable. In most of the cases projects were just seen as poverty relief endeavours, while there were in some instances longer-term possibility for growth of businesses. This is the case with the Hlabologang Bakery. The bakery is now at the stage where it needs assistance to build it as an SMME.

According to DoL the management of the ECD project posed no challenges. The reason for this is the active interest and involvement of the DoE. The department clearly stated its intention of developing the child care givers in the province. In doing this the department not only meet their demand by employing efficient ECD practitioners in the province but also offers many people in the rural communities the opportunity to build a career path.

Another general issue highlighted by DoL in Limpopo, which impacted negatively on the range of projects in the province in which training was supported through NSF funding, is the issue of the quality of training providers. Many of the training providers registered on the DoL database are either not accredited, do not have the right equipment necessary for training, or lack experience. This caused problems on a number of fronts such as long delays in contracting suitable training providers to projects and impacting on the outcome for beneficiaries not receiving good quality training.

4.3 Training provider

Benefits

The training providers in Limpopo who participated in the NSF/DoL funded training listed a range of benefits that they received from participation.

The most immediate benefit was access to training contracts and, therefore, to the bread-and-butter funds that allowed them to keep operating. For the Ramasedi Community Development Project particularly, a former teacher saw an opportunity in establishing a business with NSF/DoL funded projects. The training provider used the availability of funding for training unemployed people as the platform from which to launch the enterprise. For the duration of the availability of the NSF/DoL funds in the province, this form of funding provided the main form of income for the provider. Obviously Ramasedi Community Development Project was seriously affected when this avenue of funding was terminated.

Although Bopaditshaba is a more independent training provider one of the major benefits for them was also the monetary contribution to their business through NSF/DoL funded projects. They clearly stated that they would not have been as sustainable as they were without the NSF/DoL funding. However, they value the benefit that they have received by interacting with stakeholders in the ECD sector. Other opportunities to offer broader training became possible. Their participation in NSF/DoL training gave them the prospect to establish themselves as a training enterprise in the community. The NSF/DoL opportunities served as a marketing campaign exposing them to the local community.

Beyond the monetary benefits, both training providers considered it a benefit to be able to provide training to unemployed people who could not afford any training if it were not sponsored. The training

providers emphasised that they got to see people gain technical skills, confidence, and to go on to generate incomes that in turn benefited not only trainees themselves, but also their families and communities. In addition to this, the provision of stipends to the trainees ensured some income during the training period.

Challenges

Despite the benefits noted by the training providers, they also encountered a large number of challenges in participating in the NSF/DoL-funded training.

It was not easy for the Ramasedi Community Development Project to secure the contract with DoL. The director reported that it took her a very long time to adhere to all the administrative requirements. At another level the low educational levels of the beneficiaries on the Hlabologang Bakery posed many challenges to the training provider. Because of their low literacy levels she had to spend extra time in preparing them for their training making sure that they understand concepts such as baking measurements. The extra time that was spent in the preparation of the beneficiaries was at the training provider's own cost.

Bopaditshaba mentioned the same challenge. Many of the beneficiaries on the ECD project did not know how to read and write. The training provider first had to take them through a bridging course (ABET 3) before they could start with the ECD training. This was also done at the provider's own cost. Another challenge that this provider flagged was the motivation of the beneficiaries. The training provider had to put in a big effort to keep the beneficiaries motivated to stay in the training programme. According to the provider the lack of motivation could be ascribed to the age of the beneficiaries. Most of the beneficiaries on this project were matured people from the rural communities.

4.4 Employers

The Hlabologang Bakery is the employer of the beneficiaries in the bakery project and the Limpopo DoE of the beneficiaries in the ECD project.

Benefits

Currently there are 14 staff members at the Hlabologang Bakery, including all 13 beneficiaries of the project. Initially one of the big challenges of the employer was to provide the community with good quality bread. This was not possible because of the lack of proper facilities and equipment. The contributions that the bakery received from the departments of health and public works put them in the position to move to a proper building and to buy better equipment. The NSF/DoL funded training in combination with the contributions made by the two departments enabled the bakery to establish itself in the community. However, the bakery is now in the stage where it needs to expand. In order to do this further assistance is needed in terms of preparing a business plan, conducting market research to identify other markets, and further upgrading of equipment.

With reference to the ECD project the employer indicated that one of the major benefits for them is the fact that the project was responsible for skills impartation in rural communities. The DoE mentioned that after the training they noticed a remarkable difference in the way the practitioners handled the children (the department uses a monitoring tool to check if ECD sites are implementing what they have learned).

The improvement of the skills of the care givers is seen as a huge benefit for the employer. In this way the DoE is growing their own trees. By providing the beneficiaries with a career path the department retains people in the ECD sector. They keep them in the system by assisting them to progress up to NQF Level 5, preferably up to NQF Level 6 when they become fully fledged teachers (stipend are paid while they are busy with the training programme). The ones that drop out after completing only the NQF Level 1 training are usually retained at the sites and in many cases paid an allowance by the site management committee.

In addition, the improvement in the skills of the care givers offers another benefit to the DoE; parents are now more enthusiastic to use ECD sites, seeing that their children get better care. The community realised what the importance of such a service is to have children taken care of. They now support the ECD programme more than in the past. The learners get better education and are more ready for school. The DoE reported that previously children just went to ECD sites to eat and sleep.

The DoE flagged another benefit that participation in a project of this nature brought them. They got the opportunity to establish good partnership with specific stakeholders in the field such as the training provider and the National Development Agency (NDA). The training provider offer ECD training based on the needs of the department. The NDA noticed the success of the programme and are now taking part by providing the infrastructure for ECD sites.

Challenges

From the perspective of Hlabologang Bakery their major challenge was the lack of good facilities and equipment and assistance from the relevant departments after they received subsidies. A point in case was the installation of cold stores by the Department of Public Works, which never worked. The bakery is now in the stage where it needs to expand. In order to do this further assistance is needed in terms of preparing a business plan, conducting market research to identify other markets, and further upgrading of equipment.

With reference to the ECD project the employers mentioned that their major challenge was the age of the practitioners. The employer reported that the beneficiaries had a disadvantage in terms of training because they were over aged. In addition many of them were illiterate. The department had to arrange to recognise prior learning of beneficiaries (RPL). This gave the DoE an indication how far an individual can progress starting training at NQF Level 1 with the possibility to finish at NQF Level 5 or 6.

4.5 Stakeholder perspectives

Benefits

DoL officials, the training providers and employers all felt that the NSF/DoL funding mentioned specific benefits for the beneficiaries that received training on the two projects in Limpopo.

The most important group of benefits was seen to be the impartation of generic skills, together with a work opportunity for putting the skills into practice in a work environment. In the case of the ECD project the beneficiaries got access to further training and a career path progressing from NQF Level 1 to NQF Level 5, the skills to better work with the children, and the possibility that if not employed by DoE to become self-employed in the communities where they live by taking care of children.

The beneficiaries on the Hlabologang Bakery not only received technical skills during the training but also got access to longer-term employment. Despite all the challenges that the bakery faces it seems to be sustainable as an enterprise and is still able to employ all the beneficiaries. The continued presence of the beneficiaries contributes to the production of the bakery. The employer reported that the income potential of the beneficiaries definitely increased.

Challenges

Stakeholders reported that the challenges beneficiaries of the two selected projects in Limpopo experienced related to low educational levels of the beneficiaries, low stipends, and poor infrastructure.

In the case of both projects the educational qualifications of the beneficiaries were very low which meant that they had to undergo a bridging period before they could start with the technical training. Many of the beneficiaries on the ECD project did not know how to read and write. The training provider first had to take them through an ABET course before they could start with the ECD training. Despite this effort some of the beneficiaries still struggled to master the training material and could not progress beyond the NQF Level 1 training.

While in training the beneficiaries received a stipend. However, the stipends were low and it was found that beneficiaries lost motivation and hope at times. There were beneficiaries on the ECD project that had to travel long distances to get training and the stipend was not enough to support them in this regard. Another challenge for ECD beneficiaries related to the physical working conditions. It is often found that ECD sites have poor infrastructure and that practitioners have to take care and teach learners in dilapidated buildings. This was the case in the ECD project.

4.6 Beneficiaries

Profile

All beneficiaries who were interviewed in Limpopo are African and all of them, except 2, are women (Annexure D). This can be explained by the fact that the two selected projects in Limpopo represent sectors where women workers dominate – Early Childhood Development and baking. It is noteworthy

that the age profile of beneficiaries in Limpopo differs from the other provinces. Eighty-seven per cent of the beneficiaries are older than 34 (Annexure E). This trend relates to the nature of the projects. The projects were community based and opportunities were specifically afforded to older unemployed women in the rural communities. In terms of highest qualification 14 (25.9%) of the beneficiaries held a Grade 12 at the time of the interview and 6 a Grade 12 and above (Annexure F). There were also two people who had no schooling who were very fortunate to get access to training.

Outcome of training (Annexure I)

The DoE in Limpopo realised that with good planning it could offer candidates a training opportunity to become ECD practitioners. Furthermore, a project of this nature could be sustainable because there is a constant demand for ECD sites in the province and there are not enough practitioners with sufficient skills to take care of children. There were 70 beneficiaries in total in the ECD project in Limpopo. Interviews were conducted with 43 of the beneficiaries – 37 of them were placed at ECD sites while six of them opened their own crèches. Although most of the beneficiaries (many of them were volunteers at crèches and did not earn anything) reported that they have upgraded their skills, some of them were still sceptical about the prospect of securing an income. The reason for them not earning an income is because parents in the community are poor and cannot afford to pay the fees of a crèche. The box below contains the views of some of the beneficiaries that were interviewed. The views speak for themselves.

In their own words

"A school approached me to come and work for them to teach grade R. It is a great opportunity"

"I am able to do my work properly"

"I can find work somewhere because I have experience"

"I now earn money and at least my kids can eat better"

"I once opened my crèche but I was not earning an income but now I am working in a school and I am teaching Grade R. I closed the crèche"

"Our crèche is now registered with the government"

"I have opened my business because now I have experience"

"It is difficult to get a pay because parents don't pay the fees on time"

"When we run the crèche correctly children are coming"

"I have self esteem and I am confident after the training"

"The situation is still the same. I still earn the same amount, sometimes I go for many months without pay"

There were 13 beneficiaries in total in the Hlabologang Bakery Project. Interviews were conducted with 11 of these beneficiaries. The main aim of the project was to alleviate poverty and create jobs in the local community. The outcome of the project was very significant to the community because all 13 beneficiaries that were placed on the project are still working at the bakery. The project supplies the whole community with bread. However, the bakery is now at the stage where it needs assistance to expand. The bakery has the potential of growing into an SMME with a good and promising market at its doorstep – it is even aiming to become a company/co-operative in the near future. The bakery needs extra equipment (baking oven with the capacity of 500 loaves per bake and a backup generator in case of power failure) to take the business to the next level. The plan is to expand the activities to catering and confectionary, chips production, and fruit juice production. The words in the box below reflect the experience of the beneficiaries.

In their own words

"I can work in a bakery elsewhere"

"I can find work somewhere because I have experience"

"If we sell more bread we earn more"

"I am able to bake for weddings and birthday parties"

"We want to expand and supply hospitals"

"We are able to balance our books"

4.7 Conclusion

The two projects that were chosen as part of the Limpopo case study were presented to the researcher as examples of 'successful' projects undertaken by the Limpopo Department of Labour and thus cannot be seen as generally representative of the other projects in the province.

Although both projects were seen as poverty relief programmes there sustainability is noteworthy. The ECD project used a model that provided beneficiaries with longer-term opportunity by providing a career path through progressive upgrading of skills. It was reported that about a quarter of the beneficiaries who received training in Child Care NQF Level 1 proceeded to training at NQF Level 4 and 5. Furthermore, the project is sustainable because there is a constant demand for ECD sites in the province and there are not enough practitioners with sufficient skills to take care of children. The project also aligns with the skills development strategies of the whole province as well as the Social Sector EPWP plan.

The success of the Hlabologang Bakery lies in the fact that the beneficiaries not only received technical skills but also a longer-term employment opportunity. Three years after completion of the project all the beneficiaries are still employed at the bakery. The prospects of expanding the enterprise will also be to their benefit in terms of increasing their income potential.

5. WESTERN CAPE

5.1 Project descriptions

Three projects were selected as part of the Western Cape case study. The projects were all based in Cape Town and involved two Labour Centres and four training providers. Each project had its own placement or employment focus.

KATC/STI Project (Phase 3)

The Khayelitsha Auto Training Centre/ Services Through Integrity (KATC/STI) project was first launched in 2003. The project was such a success in terms of placement that it continued until 2007/2008. The project under discussion was Phase 3 of the KATC/STI (2007/2008). The KATC initiated the project and reported that the process was easy at the time, as it already had an established relationship with the DoL (KATC was involved in DoL training for many years). In general the project exemplified a very significant partnership in the auto-engineering industry. Partnerships were fostered between Mutual and Federal, STI, KATC, and individual independent motor dealers.

The KATC/STI project was aligned to the human resources development priorities of the Western Cape at the time of initiation. The province prioritised the project because of the shortages of skills in the motor industry. The auto-engineering industry is also known to be underrepresented by Blacks with suitable skills. As a result, the main aim of the project was to train selected Black people, targeting unemployed youth and women specifically. The project was part of an attempt by the stakeholders to transform the industry through creating training and employment opportunities for the identified disadvantaged groups. This would give the disadvantaged individuals the opportunity to enter the motor industry and hopefully establish themselves as permanent workers in the industry. Thirty-six beneficiaries, of whom five were female, were recruited from Khayelitsha and Mitchell's Plain. One of the criteria for selection was that participants had to be within walking distance from the training facility. In this way transport challenges for the beneficiaries were avoided.

The contract for training was awarded to KATC. The training provider is well established (since 1997) and well known for its community development work in Khayelitsha specifically. The disciplines of training that they offer are panel beating, spray painting, motor mechanics and, more recently, electrical reticulation (high voltage). KATC has a staff complement of 10 people. The area that they serve has a high unemployment rate and high poverty levels and most people cannot afford to pay for training of any kind. This is one of the major motivations for the training provider to initiate projects such as the KATC/STI projec; it was an attempt to help the poor residents of the area access training and job opportunities in a field where there are longer-term work opportunities available. The likelihood of self-employment in the field is also high.

Beneficiaries received accredited training over a period of six months in spray painting, auto body repair, and motor mechanics. Unfortunately this training did not lead to a full qualification. KATC was nominated for a national Best Practice Award from the DoL for the training delivered and the general execution of this project.

The beneficiaries were placed at auto motor shops and panel shops affiliated to STI. STI is an organisation that consists of 30 upmarket franchise auto motor shops and panel shops that are supporting community development. STI confirmed placement of all the beneficiaries within the franchised auto motor body repair- and panel shops for up to six months. They also provided permanent placements for some of the candidates. Mutual and Federal provided the funds to pay the beneficiaries an allowance for the duration of the 12-month training period.

Key stakeholders in relation to the project include: Mitchell's Plain Labour Centre; Khayelitsha Auto Training Centre, which offered the training; STI, which accepted responsibility for ensuring a work opportunity for trainees on the project; and Mutual and Federal, which paid the allowances of beneficiaries. Representatives from KATC were interviewed, as well as from two auto motor panel shops where beneficiaries were placed.

The amount spent on this project was R 1 053 251 and 130 days of training were afforded to each beneficiary.

Electrical Contractors Association Project

The Electrical Contractors Association project became operational in 2007/2008. The initiating agent of this project was the Electrical Contractors Association (ECA). ECA is a consortium or umbrella body for players in the electrical field of work. Their main aim is to promote and create an environment conducive to the profitable and efficient operation of electrical contracting businesses to the benefit of both members and their clients.

In 2006 the ECA investigated what the demand for appropriately skilled people in the electrical field was. It found that aside from the fact that the electrical industry was experiencing a boom at the time, there were not enough people available with the appropriate skills and that it would have to import skills from abroad. In order to avoid this, the ECA proposed a strategy where it would try to upgrade the existing labour force to artisan status. It realised that the upgrading of the present labour force would create a gap at the electrical assistant level. In order to address this gap, the association proposed the training of electrical assistants. The ECA decided to approach Sixbar Trading 191, a leading training provider in the field, to partner with it to apply for NSF funds for the purpose of training the electrical assistants. A project was born – the Electrical Contractors Association project.

What made the application significant at the time was the fact that it aligned training in a field that was identified as an area of growth in the Western Cape. The initiative was therefore seen as a good example of creating training and job opportunities in an area where skills are in high demand. The ECA project also saw its initiative as an opportunity that it could offer to locally unemployed people to build their skills in an area of demand.

One of the advantages of this project was the fact that placement opportunities were already defined as prescribed by the SDFW. The DoL could therefore comfortably deal with the project. The DoL succeeded in motivating the employers to place not only 70% but all of the beneficiaries.

The contract for training was awarded to Sixbar Trading 191. The provider is a reputable institution that delivers training of a very high quality. It is a training institution created as a vehicle for projects aimed at the establishment and improvement of successful micro enterprises and job creation in specific areas. The business approach that Sixbar Trading 191 follows is to identify viable development projects and to source and facilitate the applicable project funding. In this process the provider fostered relationships with stakeholders from national, provincial and local governments, donor organisations, and representatives from the communities.

The DoL reported that the infrastructure of the provider was excellent and the facilitators were highly experienced. Thirty-nine beneficiaries were selected to undergo training as electrical assistants. The ECA undertook to assist with the monitoring, placement and aftercare of the learners, not only to ensure that the product delivered was beneficial to the industry, but also to ensure that as many as possible of the beneficiaries attained artisan status within five years of the completion of the training. The beneficiaries (39 – of whom 10 were female) received certificates after completion of the 40-day electrical training course and all of them were placed within two months after completion.

Key stakeholders in relation to the project include: the Belville Labour Centre, responsible for providing the primary link between Sixbar Trading 191 and the provincial DoL; Sixbar Trading 191, responsible for the training of beneficiaries; and ECA for the provision of an employment placement opportunity at their affiliated members.

The amount spent on this project was R 1 069 030 and 130 days of training were afforded to each beneficiary.

Bambanani School Safety Project

The Bambanani School Safety project was initiated by the Western Cape Department of Community Safety and the provincial Department of Education as a means of addressing the violence in schools in the Cape Town area. The Western Cape in particular grapples with issues of gangs and accompanied crime and this is found to spill over into the schools. The increasing numbers of incidents of a criminal nature in the area pose a big challenge in terms of safety and security at the schools. The Western Cape Provincial Government has thus prioritised school safety in the province.

The Bambanani project was planned to be ongoing, starting in 2005/2006. NSF money was secured during the 2006/2007 and 2007/2008 period. The major aim of the project was to reduce the criminal incidence rate at identified high-risks school by at least 5% at the end of each of the financial years over the three-year period. Furthermore, the hope was that the increased community participation would greatly benefit the school community in so far that it would lead to a safer learning environment for the learners.

The Department of Education identified the schools where the beneficiaries were placed. The department categorised their schools as extremely high risk, high risk, medium risk and low risk in terms of crime. At the start of the project 160 beneficiaries were placed at 40 extremely high-risk schools. This was extended to 111 schools in the second year of the project. The beneficiaries were recruited from the communities. One of the requirements was that they had to belong to a community security forum. They further used the selection criteria of the EPWP in terms of population group, gender and age.

Two training providers were contracted to provide the training – Mentoring & Management Consultancy for the life skills training and Staff Management Services for the Security Officer's training. Sixty-five beneficiaries received Security D and E training over the 2006/2007 and 2007/2008 period. This is the entry-level training for work as a security officer. The training lasted for 40 days, after which the beneficiaries received a certificate.

The Department of Community Safety placed the beneficiaries in the project and paid their allowances (a stipend of R50 per day). In terms of the period of placement the department followed the EPWP prescription of a maximum placement for two years. The project used natural attrition to replace beneficiaries. According to the department, many of the beneficiaries left the project to go and work for private security companies.

The project is now in the final phase and will end soon. More than 650 people have now benefitted from this project. The project manager reported that the crime rate definitely decreased at the schools where beneficiaries were placed. The Department of Education is considering continuing with a similar project of this nature.

Key stakeholders in relation to the project include: the Belville Labour Centre, responsible for providing the primary link between the training stakeholders and the provincial Department of Labour; Mentoring & Management Consultancy and Staff Management Services, responsible for the formal training of beneficiaries; Department of Community Safety responsible for the management of the project as well as the payment of stipends; and the Western Cape Department of Education, responsible for the identification of the schools where the beneficiaries were placed.

The amount spent on this project was R 190 991 and 40 days of training were afforded to each beneficiary.

5.2 Management and co-ordination

From the perspective of the ESPs at the Belville and Mitchell's Plain Labour Centres, the management of the training within the KATC/STI and the Electrical Contractors Association projects was relatively easy and did not pose major challenges. The main reason that is given for the success is the fact that in both cases well established and reputable training institutions were responsible for the training and the projects were well planned. Additionally, beneficiaries were trained in disciplines where there was a demand for skills, especially in the electrical field. Employers were also very accommodating in providing workplaces to facilitate the practical training.

The ESPs reported that the co-ordination between the different stakeholders went smoothly most of the time. According to them, the strong motivation of the stakeholders to take part in skills development initiatives such as the KATC/STI and the Electrical Contractors Association projects contributed to this end.

The project manager of the Bambanani School Safety project at the Department of Community Safety indicated that the need to address the safety of learners at school drove this project. In terms of management and co-ordination no serious problems were encountered. Crucial issues relating to beneficiaries posed most of the challenges. Firstly, the educational qualifications of the beneficiaries were very low, which meant that the security training could not start at the beginning of the project. A large contingent of the selected candidates was illiterate and the Department of Community Safety had to put them through ABET (levels 2 and 3) training before they could start with the security training. This had an impact on the duration of the project.

Secondly, the dependency of the beneficiaries on the employment opportunity to make ends meet made it difficult for the Department to honour the prescription of the EPWP to only provide an opportunity for a maximum period of two years. The Department of Community Safety decided not to let people go but to use natural attrition to replace beneficiaries. This required an extra effort from the department in terms of managing the project. Finally, there were not always good facilities at the schools to accommodate the beneficiaries (for example, office space was not always available to accommodate them in bad weather conditions or kitchen facilities to allow them to make a cup of tea).

5.3 Training providers

Benefits

The training providers in the Western Cape that participated in the NSF-funded DoL training are well established providers in their fields of training. This lessened the financial dependency on NSF money to sustain them. They reported that the most significant benefits for them lay outside the financial gain.

All the training providers considered it a benefit to be able to impart skills development to people who were unemployed and who could not afford any training if it were not sponsored. This was because training provided satisfaction for trainers at a personal level in that they got to see people gain technical skills, confidence, and the opportunity to generate incomes that benefitted individuals and their families. In addition to this, the provision of a stipend or allowance to the trainees meant that they could at least access transport and food for the duration of the training period. The fact that some of the training provided beneficiaries with skills that gave them access to longer-term work opportunities in the formal economy was flagged as a significant outcome by training providers; it meant that their training was of a high standard.

In some instances the provider became well known and it the opportunity to train served as a marketing strategy that enabled them to become even more sustainable. They became part of the community and the development of the community. In the case of KATC, the centre was given an opportunity to assist with the transformation of the motor industry.

The training providers involved in the auto and electrical training indicated that the contribution to addressing scarce skills made them feel part of the skills development strategy at a macro level.

Challenges

Despite the benefits noted by the training providers, they also encountered some challenges in participating in the NSF training.

Training providers found the training requirements outlined by the DoL in relation to the NSF funding very restrictive. Training had to proceed exactly as planned and permission to undertake the slightest deviation from the plan required extensive administration. Also, training providers could not replace absconders, even if they stopped arriving on the second day of training – when it would have been easy for another trainee to take that place. This resulted not only in challenges with budgeting for training courses, but also in lost opportunities for other potential trainees.

Another challenge expressed by the training providers was the change from supply-driven- to demand-driven training. Since 2006/2007 the well established training providers could not initiate projects on their own anymore. Related to this was the embargo that was placed on DoL training through NSF funding since mid 2009. Although the training providers that were part of the projects in this case study are all well established, they still feel the effect of not having access to NSF funding.

5.4 Employers

Benefits

The main motivation for the employers in the auto and electrical fields to take part in projects of this nature first and foremost relates to the addressing of scarce skills. What made the application significant at the time was the fact that it aligned training in a field that was identified as an area of growth in the Western Cape. Taking part in an initiative like this gave the employers the opportunity to contribute to economic development by creating job opportunities in an area where the demand for skills is high.

In general, employers indicated that they got the chance to afford employment opportunities to locally unemployed people in order to build their skills and to enhance their employment mobility. Some of the employers indicated that an important benefit for them was that many of the beneficiaries contributed to productivity at their businesses at low cost. Most of the trainees were considered to be working sufficiently. Employers also reported that taking in beneficiaries assisted them to address employment equity in the workplace. For the duration of the projects the employers could include the beneficiaries in their equity statistics.

The Department of Community Safety reported that the Bambanani School Safety project helped it to achieve some of their targets in terms of the decrease in crime in the province.

Challenges

Employers reported that their challenges resided mostly in the work readiness of beneficiaries in the auto and electrical projects and the lack of facilities in the safety project.

Employers in the KATC/STI project noted a challenge regarding the readiness of the beneficiaries after their six-month theoretical training. According to them, the beneficiaries did not have the knowledge to use the expensive equipment in the auto industry. This required extra time from employers to fully prepare the beneficiaries to use the equipment efficiently.

The employers in the electrical field had a similar challenge. They found that the 40-day training the beneficiaries underwent was not enough to ensure their readiness for uptake in the labour market. Again it required extra effort and time from the employers' side to bring the trainees up to a level where they could start functioning as electrical assistants.

A challenge that the schools experienced (schools were the employers of beneficiaries in the Bambanani project) was that not all of them had the infrastructure to accommodate the security workers. Many schools did not have an appropriate structure that could serve as an office for the beneficiaries. This meant that in some instances they had to erect structures such as Wendy houses to accommodate the beneficiaries on the premises.

5.5 Stakeholder perspectives

ESPs at the DoL Labour Centres, the training providers and employers all felt that the DoL NSF funding presented a range of benefits for those unemployed people who received training.

Benefits

The most important benefit for people who were afforded a NSF training opportunity was seen to be the formation of skills linked with a work opportunity in which these skills could be put into practice in a real work environment for a period of time. In the case of the Electrical Contractors Association project beneficiaries received training in a field where there is demand for skills and they enhanced their employment mobility.

At another level, opportunities were offered to unemployed people who were in dire straits. Most of them had never had access to any training and employment opportunities before. For many people, the NSF training provided one of the very few means for unemployed people to gain access to both skills and a first job. The NSF-funded training gave them new hope in the possibility that they could go on to become financially independent. The project manager of the Bambanai School Safety project estimated that about 40% to 50% of the beneficiaries got access to private work in the security industry after they left the project. (The Security Officer Grade D and E training is an entry qualification for security officer.)

Benefits from the skills training were seen to accrue not only to the individual, but also to the family and to the wider community. Where individuals were able, through their acquisition of technical skills and more importantly though their acquisition of life and business skills, to move from unemployment to

some form of part-time, permanent or self-employment, income is used to improve the quality of life of direct dependants within the family.

In general the stakeholders stated that training has particularly positive effects on the self-esteem of unemployed people, as they gain in self-confidence and are encouraged to dream about a future that is different from the past. Altogether, training results in individual empowerment.

Challenges

Stakeholders reported that the challenges beneficiaries of the selected projects experienced related to low educational levels of the beneficiaries, low stipends, the fact that training did not lead to a full qualification, and difficult working conditions.

In the case of the Bambanani School Safety project the educational qualifications of the beneficiaries were very low, which meant that they had to undergo a bridging period before they could start with the security training. Another challenge for them was the low stipends that they received. The beneficiaries of this project only received an allowance of R50 a day. The project manager said that although this was some income for people who were previously unemployed, it was not enough for them to make ends meet and did not compare well with the value of stipends of other projects. A further problem that the beneficiaries of this project faced was the lack of facilities for them at schools.

The stakeholders of the KATC/STI project flagged the fact that six months theoretical training for this project was too short. According to them, 12 months would have been better. Experience showed that employers expected more of beneficiaries than they could offer after six months' automotive training. A longer period of training would have imparted better skills and allowed the beneficiaries to be much more marketable in the labour market. Beneficiaries would have been better off if the training had led to a full artisan qualification. In comparison with the AATP programme where apprentices can obtain a full qualification after 18 months of training (six months' theoretical- and 12 months' practical training), beneficiaries on the KATC/STI project completed 12 months of training (only six months shorter than the AATP) without the opportunity to sit for a trade test. The chances that they can get to full artisan status in another six months are small.

Another challenge related to the equipment. The machinery used in this industry is very expensive and employers are reluctant to allow learners to use it only after six months of training. However, to solve this problem an agreement with the development partner (STI) was reached. The employers offered the beneficiaries another six months' working opportunity to ensure that they can increase their knowledge of and experience in using the equipment.

5.6 Beneficiaries

Profile

Half (21: 51.2%) of the beneficiaries who were interviewed in the Western Cape are African and just over a third (19: 35.2%) coloured (Annexure D). It is encouraging to see that more than half (22: 53.7%)

of the beneficiaries who received electrical and auto engineering training were women. Almost two thirds (25: 61.05) of the beneficiaries are younger than 35 (Annexure E). The older beneficiaries relate to the nature of some of the projects (for example the security project). In terms of highest qualification 12 (29.3%) of the beneficiaries held a Grade 12 at the time of the interview and 7 a Grade 12 and above (Annexure F).

All the beneficiaries were unemployed when they were selected to take part in the NSF-funded training. The questions on socio-economic circumstances were answered by 32 individuals. The duration of unemployment is reported in Annexure G. More than a third (13: 40.6%) of beneficiaries in the Western Cape indicated that they had been unemployed for one to six months prior their commencement on the training and another third (10: 31.3%) said they were unemployed for more than two years. During the interviews beneficiaries were asked what they did with their time while they were unemployed and before they got access to the NSF training opportunity and what their means of support were during that period (Annexure H). Close to half (15: 46.9%) of the beneficiaries indicated that they were actively looking for work during their unemployed spell but were not successful in finding employment. The major source of support for beneficiaries was cash, food, and clothing from family and friends while some (7) said that they were doing piece work for pay.

Outcome of training (Annexure I)

There were 65 beneficiaries in total in this phase of the Bambanani School Safety project. Interviews were conducted with 46 of these beneficiaries. Nineteen of them were placed in the project (at schools) and three indicated that they found work at security firms in the private sector. The manager of the project reported that the beneficiaries were recruited from the local communities. One of the requirements was that they had to belong to a community security forum. The Department of Community Safety placed the beneficiaries in the project and paid their allowances (a stipend of R50 per day). In terms of the period of placement the department followed the EPWP prescription of a maximum placement for two years. The project manager indicated that the department decided not to end the work opportunity after two years but to try and use the natural attrition to replace beneficiaries. According to the department, many of the beneficiaries have left and are still leaving the project to go and work for private security companies. This opens up opportunities to train and place new people in the project. Evidence was given that the crime rate definitely decreased at the schools where beneficiaries were placed. The Department of Education is considering continuing with a similar project of this nature. The words in the box below reflect the emotions of some of the beneficiaries that were interviewed.

In their own words

"I have done training and have certificates to show that I am capable of doing a good job"

"My knowledge and experience might lead to earn a better income"

"I have hope that I will get a better job that will pay me a better salary"

There were 39 beneficiaries in total in the Electrical Contractors Association project. Interviews were conducted with 17 of the beneficiaries. All of the 17 were placed; 16 at companies in the private sector and one pursued further training. What made this project significant is that it aligned training in a field that was identified as an area of growth in the Western Cape. The initiative was therefore seen as a good example of creating training and job opportunities in an area where skills are in high demand. The ECA project also saw its initiative as an opportunity to locally unemployed people to build their skills in an area of demand. One of the advantages of this project was the fact that placement opportunities were already defined as prescribed by the SDFW. The DoL could therefore comfortably deal with the project. The DoL succeeded in motivating the employers to place not only 70% but all of the beneficiaries. The placement opportunities at electrical companies were for the duration of six months. The reflections of the beneficiaries below show that not all of them got access to employment after the six-month practical training opportunity expired.

In their own words

"I now work at Eskom and I earn a good salary"

"Though I could not get the job I was trained for I am working and earning an income"

"I am now working on contract, and maybe once I am permanent I will earn a better salary"

"I fix electric appliances and get money"

"The training I received did not get me a job"

"I have not found any job yet"

There were 39 beneficiaries in total in the KATC/STI project but the interviewers could only get hold of two beneficiaries (telephone numbers of the rest were not operational). One of the beneficiaries was placed in the private sector while the other one established his own panel beating workshop. In general the project exemplified a very significant partnership in the auto-engineering industry. The project was also aligned with the human resources development priorities of the Western Cape at the time of initiation. The province prioritised the project because of the shortages of skills in the motor industry. However, the comments of the two beneficiaries in the box below tell a story of struggle.

In their own words

"I learnt how to panel beat cars but there is not money in our province for this work"

" ...it was very difficult to start the business (workshop) and I struggle to make a living"

5.7 Conclusion

From the perspective of the DoL officials in the Western Cape the NSF framework was very rigid in general and it was not always easy to initiate projects and ensure their success. However, there were certain conditions that made some projects more successful than others. These elements were *inter alia* projects that were well planned, projects where there was a need to develop skills in order to address poverty, projects that addressed scarce skills in a specific field, projects where the stakeholders had the same vision in terms of the aim of the project, and projects where stakeholders placed a high priority on their social responsibility and went the extra mile to make a project successful. This was the case with the three selected projects in the Western Cape case study.

Although it was found that some of the training providers on the DoL database were dependent on the NSF, the four training providers that were involved in the selected projects for this case study are all well established entities. The DoL indicated that the model it has used to approve training providers required providers to give evidence of their sustainability as well as of a proposed project before awarding a contract to them. This further ensured the success of projects.

6. SUMMARY OF PLACEMENTS

Five provincial case studies have been undertaken of best practice examples. In total 251 telephonic interviews were conducted with beneficiaries. The aggregate outcome of this telephonic survey of beneficiaries is important, even though the beneficiaries have been chosen selectively from a very small sample, and the findings are therefore not generalisable. Nonetheless, it cannot be denied that the placement trajectories represent relatively positive outcomes. Table 21 provides a summary of the placement outcomes of the 251 beneficiaries.

The fact that 75 per cent of beneficiaries were placed is highly significant. These telephonic interviewees comprised approximately 50 per cent of the projects selected in the five provinces. Excluding KwaZulu-Natal, they were reflective of 'best practice' projects. The following conclusions are important: Firstly, these are good placement results, even if randomly selected; secondly, these are good exemplar projects which can be replicated in future; and thirdly, the complex institutional conditions for cross-departmental cooperation and state-industry collaboration (which these projects required) were often successfully met, as in the case of Gauteng's Accelerated artisan development project, and a few others.

Table 21 Summary of placements in the projects of the case studies

	Not placed	Placed
EC		
Beneficiaries	24	30
%	44.4%	55.6%
GP		
Beneficiaries	None	46
%	0.0%	100.0%
KZN		
Beneficiaries	38	18
%	67.9%	32.1%
LP		
Beneficiaries	None	54
%	0.0%	100.0%
WC		
Beneficiaries	None	41
%	0.0%	100.0%
Total	***62***	***189***
%	***24.7 not placed***	***75.3% placed***

7. SUMMARY OF CHALLENGES AND BENEFITS OF PROJECTS

Although the different projects in each of the case studies presented very specific challenges some common challenges were identified. These challenges relate to: delays in the commencement of projects; restrictiveness of DoL requirements regarding training; low educational levels of many beneficiaries; lack of comprehensive training for self-employment; and the termination of NSF training.

One of the biggest challenges that training providers experienced was the delays in finalising contracts with DoL. This often resulted in delays in the commencement of actual training which considerably reduced the overall benefit of the training. Trainees often missed out on getting a training-related work opportunity because the project was over by the time the training was completed. Another common challenge relate to the strict training requirements outlined by the DoL in relation to the NSF funding. Training had to proceed exactly as planned and permission to undertake the slightest deviation from the plan required extensive administration.

The low educational levels of many of the beneficiaries posed challenges to providers. In many instances the beneficiaries had to undergo a bridging period before they could start with any technical training. This was usually on the account of the training provider. Stakeholders also reported that the DoL NSF training is generally considered insufficient to support self-employment because of its lack of ongoing mentorship after the formal training is over. Lastly, the termination of NSF-funded training was a major

challenge to training providers that used the availability of the funding as a platform from which to launch and sustain themselves as training providers.

In terms of overall benefits the following two factors manifested: addressing scarce skills and providing beneficiaries to obtain a qualification that is in demand; and alleviating poverty by investing in community projects. One the one hand projects where scarce skills were addressed and beneficiaries received the opportunity to obtain a qualification that is in demand led to the securing of sustainable employment. On the other hand some of the case studies showed that projects initiated in communities to address poverty offered a sustainable outcome to many of the participants if they are provided with skills where they can deliver a service to the community.

PART 3: CONCLUSIONS

To date, the effect or impact of the NSF training for the unemployed, is still difficult to determine. International studies referring to the impact of training for the unemployed report mixed results. Some of the studies have found increased employment possibilities while others have found that participation in public job training programmes cannot be considered successful in helping people get access to employment. The purpose of this study was to analyse the NSF as a mechanism in South Africa to address skills development of the unemployed.

Pertinent issues had an impact on the analysis of this study: the impact of the transfer of the NSF from the DoL to the DHET in November 2009, which caused substantial re-arrangements in terms of communication, administration, and management regarding current and future training initiatives; the absence of data in the NSFDIS, specifically on the placement of beneficiaries; and the limitations in terms of project content and data content at provincial level. Against this background a final report on the evaluation of the skills development programmes for the unemployed under the NSF was prepared. The general approach of the study was to conduct a statistical overview of the information on training opportunities contained in the NSFDIS and provincial case studies (including specific projects) in order to deepen the perspective on the dynamics of some of the training that took place.

The NSFDIS results show that over R850 million of the NSF was spent (2005 to 2010) on addressing skills development of the unemployed. Close to half a million (494 001) training opportunities were afforded to the unemployed, of which only 8% (40 748) were accredited, however. Moreover, half of the accredited training was in soft skills (20 865 of the 40 748 accredited training opportunities related to the EPWP infrastructure and environment life skills training). In the context of scarce skills in certain technical fields in South Africa this trend is disappointing. The results point out that it was not easy for the POs to align the NSF training with the scarce skills or other human resources development strategies.

There can be other reasons why the number of accredited training opportunities offered to the unemployed was so insignificant. One argument may be that accredited training is much more expensive than non-accredited training. This may be the case and would have asked for better planning in terms of offering accredited training to the unemployed, even though it would impact on the total number of people receiving training. The case studies highlighted that private providers, and not public FETs, were predominantly used n the NSF training initiatives. This may also explain why there were so few accredited training opportunities offered. If public FETs were used more in training with NSF funds many more accredited training opportunities could have been afforded. (Public FETs offer national accredited training programmes.)

Another argument may be that the unemployed did not have the required level of education to pursue accredited training in a technical field. The analysis of the NSFDIS showed that 50% (over 240 000 people) of the beneficiaries had a senior qualification (Grade 11 or Grade 12) and could with some assistance have pursued accredited training and a full qualification. The Gauteng case study is a case in point. Because the educational levels of the group of candidates were lower than normally required, the

training provider went the extra mile and spent more time on the preparation of the candidates for apprenticeship training. This effort paid off; the beneficiaries will be registered electricians and welders after successful completion of the trade test in July 2011.

From the perspective of the DoL officials the NSF framework was very rigid in general and it was not always easy to initiate projects and ensure their success. However, there were certain conditions that made some projects more successful than others. These elements were *inter alia* projects that were well planned; projects where there was a need to develop skills in order to address poverty; projects that addressed scarce skills in a specific field; projects where the stakeholders had the same vision in terms of the aim of the project; and projects where stakeholders placed a high priority on their social responsibility and went the extra mile to make a project successful.

A good example of successful projects initiated in communities to address poverty is seen in the Limpopo and Eastern Cape case studies. At a macro level the general outcome of these projects is noteworthy. The projects offered a sustainable outcome to most of the participants. Al the beneficiaries in the bakery project are still working at the bakery where they were placed. Almost the same trend is noticed for the beneficiaries of the ECD project. Although the drivers for initiating these two projects may have differed, it seems that both of the projects were successful.

In the case of the ECD project it was the DoE in Limpopo that realised the constant demand for well trained early childhood practitioners. In the bakery project it was a woman in a small community who wanted to increase her earning capacity, as well as offer an opportunity to other members of the community to make a better living. In the Eastern Cape the Hope Factory presented itself as a successful project. What made this project significant is the commitment of the major stakeholder who acted as the training provider and the employer. This project is a good example of the commitment of a stakeholder who went the extra mile without full NFS funding.

In terms of addressing key issues in the skills development terrain the Gauteng case study seems to be a strong example of a success story in this regard. The Gauteng case study is an immediately obvious example of NSF funds being used to align different skills development strategies in order to train scarce skills that ensure that beneficiaries will gain long-term employment; it is a project worth replicating in future.

The same outcome for social development programmes (including EPWP) in KwaZulu-Natal was not noticed. KwaZulu-Natal had very specific challenges in terms of NSF-funded initiatives. This case study served as a good example of the failure of training endeavours of this nature in a context where transparency is limited and projects are not well managed. Unfortunately, desperate unemployed participants were at the receiving end.

Although international and local research is not very optimistic about the impact of training programmes for the unemployed, it is generally noted that participation in programmes of this nature does offer some short-term employment opportunities and provides participants with some income from work or work-related tasks, as was evident from the case studies. The placement trajectories of beneficiaries on projects as described in the case studies are worth mentioning in this regard. Although

the beneficiaries have been chosen selectively from a very small sample, and the findings are therefore not generalisable, it cannot be denied that the placement trajectories represent relatively positive outcomes in the cases of the selected projects (75% of beneficiaries were placed).

In the course of the research carried out for this project the most important group of benefits was seen to be the impartation of generic skills, together with a work opportunity for putting the skills into practice in a real work environment for a period of time. For many unemployed people, the NSF-funded training provided one of the very few means of gaining access to both skills and a first job. Getting a first job is often very difficult and the structure of the training to include a job-placement provided a means of overcoming that particular hurdle.

At another level, many unemployed people are considered to have lost all hope and motivation for life. People who got the opportunity to participate in the NSF-funded training were given new hope in the possibility that they could go on to become financially independent. Training has particularly positive effects on the self-esteem of unemployed people, as they gain self-confidence and are encouraged to dream about a future that is different from their past. Some of the feelings and experiences of beneficiaries in their own words were reported in Part 3 of the report.

Benefits from the skills training were seen to accrue not only to individuals but also to families and the wider community. Where individuals were able, through their acquisition of technical skills (and more importantly though their acquisition of life skills, business skills and financial-management skills), to move from unemployment to some form of part-time-, permanent- or self-employment, income is used to improve the quality of life of direct dependants within the family. At the same time, the various skills may also directly improve the quality of life of individuals and their families.

Communities benefit from having a larger pool of locally available skills that they can employ, as well as from having a greater proportion of income earners that spend money on local goods and services. In some instances beneficiaries of training make more direct efforts to have a positive impact on their communities.

Annexure A List of accredited courses, 2005-2010

Category / field	Accredited course title	Training opportunities	% of total
CAPACITY BUILDING	EPWP INFRASTRUCTURE LIFE SKILLS TRAINING-BENEFICIARIES	17 449	42.8
CAPACITY BUILDING	EPWP ENVIRONMENT LIFE SKILLS TRAINING-BENEFICIARIES	3 416	8.4
MOTOR INDUSTRY	INDUSTRY MECHANICAL SKILLS (CREDIT BEARING COURSE)	2 967	7.3
ELECTRICAL & ELECTRONIC IND.	INDUSTRY ELECTRICAL SKILLS (CREDIT BEARING COURSE)	1 476	3.6
CIVIL ENGINEERING CONSTRUCTION	IDENTIFY & USE PROTECTIVE CLOTHING & EQUIPMENT IN GEN. CONST	738	1.8
CIVIL ENGINEERING CONSTRUCTION	BATCH & MIX CONCRETE BY VOLUME	733	1.8
BUILDING INDUSTRY	USE AND MAINTAIN HAND TOOLS ON A CONSTRUCTION SITE	733	1.8
SERVICES	ENGAGE IN BASIC HEALTH PROMOTION	644	1.6
BUILDING INDUSTRY	APPLY HEALTH & SAFETY TO A WORK AREA (OHS)	579	1.4
LITERACY TRAINING	LIFE ORIENTATION	535	1.3
SUPERVISION	OHS KNOWLEDGE, UNDERSTANDING & RESPONSIBILITIES, EPWP	533	1.3
CAPACITY BUILDING	COMMUNITY DEV. PRACTITIONER SHORT COURSE (PILOT FOR GS)	495	1.2
SGB PROJECT MANAGEMENT	PROJECT MANAGEMENT FOR COMMUNITY DEVELOPMENT	492	1.2
SGB HOSPITALITY, TOURISM, TRAVEL, LEISURE AND GAMING	CONTRIBUTE TO INFORMATION DISTRIBUTION REGARDING HIV/AIDS IN	486	1.2
SGB OCCUPATIONAL HEALTH AND SAFETY	FIRST AID LEVEL II (WFW)	471	1.2
SGB OCCUPATIONAL HEALTH AND SAFETY	FIRST AID LEVEL I (WFW)	438	1.1
LITERACY TRAINING	COMPUTER LITERACY, BASIC	432	1.1
SGB BUILDING CONSTRUCTION	BUILD MASONRY SUPERSTRUCTURES USING SOLID UNITS	401	1.0
SERVICES	CONTRACTOR DEVELOPMENT (ADVANCED)	361	0.9
SGB HOSPITALITY, TOURISM, TRAVEL, LEISURE AND GAMING	DEMONSTRATE AN UNDERSTANDING OF HIV/AIDS AND ITS IMPLICATIO	348	0.9
CIVIL ENGINEERING CONSTRUCTION	CONSTRUCT PRECAST KERBS & CONCRETE CHANNELS	337	0.8
SERVICES	GENERIC CABIN CREW	326	0.8
TRANSPORT INDUSTRY	APPLY BASIC FIRE FIGHTING TECHNIQUES	295	0.7
LITERACY TRAINING	POSITIVE PEOPLE (MANAGE HIV & AIDS IN THE WORK PLACE & COM)	285	0.7
SGB BUILDING CONSTRUCTION	PREPARE FOR PLASTERING	278	0.7
SGB BUILDING CONSTRUCTION	BUILD MASONRY SUPERSTRUCTURES USING SOLID & HOLLOW UNITS	275	0.7
BUILDING INDUSTRY	ERECT, USE AND DISMANTLE ACCESS EQUIPMENT	261	0.6
CIVIL ENGINEERING CONSTRUCTION	FABRICATE,ERECT & STRIP FORMWORK FOR STRAIGHTWALLS, COLUMNS	257	0.6
SGB SOCIETY AND ENVIRONMENT INTERACTIONS	PERFORM BASIC LIFE SUPPORT AND/OR FIRST AID PROCEDURES IN EM	242	0.6
SGB BUILDING CONSTRUCTION	APPLY PLASTER TO SURFACES	238	0.6
AGRICULTURE	FIRE AWARENESS (WFW)	234	0.6
SGB BUILDING CONSTRUCTION	SET OUT AND PREPARE CONSTRUCTION MASORY WORK AREAS	227	0.6
SGB MANUFACTURING AND ASSEMBLY PROCESSES	COUNSEL WORKGROUP MEMBERS IN RESPECT OF HIV/AIDS	213	0.5
BUILDING INDUSTRY	PAINT SURFACES	207	0.5
SGB BUILDING CONSTRUCTION	APPLY TILES TO PLASTERED SURFACES	189	0.5
SGB BUILDING CONSTRUCTION	ERECT ROOF TRUSSES	171	0.4
SGB BUILDING CONSTRUCTION	PLASTER WALL & SCREED A FLOOR & STEPS	166	0.4
SGB BUILDING CONSTRUCTION	RENDER BASIC FIRST AID	162	0.4
CIVIL ENGINEERING CONSTRUCTION	ASSEMBLE,TIE & FIX REINFORCING CAGES	153	0.4
SERVICES	BEAUTY & NAIL TECHNOLOGY COURSE	128	0.3
ENTREPRENEURIAL TRAINING	ABILITY TO START & RUN A BUSINESS, EPWP	106	0.3

Category / field	Accredited course title	Training opportunities	% of total
SGB BUILDING CONSTRUCTION	PREPARE & PRIME NEW SURFACES	106	0.3
SGB MANUFACTURING AND ASSEMBLY PROCESSES	SKILLS TRAINING PROGRAMME IN WOOD MACHINING NQF LEVEL 2	92	0.2
SGB BUILDING CONSTRUCTION	ESTABLISH & PREPARE A WORK AREA	89	0.2
SGB CIVIL ENGINEERING CONSTRUCTION	APPLY LABOUR INTENSIVE CONSTRUCTION SYSTEMS & TECHNIQUES TO	86	0.2
SGB SOCIETY AND ENVIRONMENT INTERACTIONS	ASSESS THE INTER-RELATIONSHIPS BETWEEN THE INDIVIDUAL, FAMIL	84	0.2
BUILDING INDUSTRY	PREPARE & PRIME PREVIOUSLY COATED SURFACES	78	0.2
BUILDING INDUSTRY	CLAD ROOF STRUCTURES	76	0.2
SGB MANUFACTURING AND ASSEMBLY PROCESSES	SKILLS TRAINING PROGRAMME IN CABINET MAKING NQF LEVEL 2	76	0.2
SGB MANUFACTURING AND ASSEMBLY PROCESSES	SKILLS TRAINING PROGRAMME IN WOOD FINISHING NQF LEVEL 2	76	0.2
SGB PROJECT MANAGEMENT	BUSINESS MANAGEMENT BASIC	75	0.2
MECHANICAL ENGINEERING	TOOL MAKING SKILLS, BASIC (SHORT CREDIT BEARING COURSE)	72	0.2
BUILDING INDUSTRY	SETOUT,EXCAVATE,CAST CONCRT FOUND&BLD CONCRT SLABS	72	0.2
SGB MANUFACTURING AND ASSEMBLY PROCESSES	SKILLS TRAIN. PROG. IN COFFIN MANUFAC-UPHOLSTERY NQF LEVEL 2	72	0.2
CATERING/HOTEL TRADE	ASSISTANT CHEF	72	0.2
SGB ART, CRAFT AND DESIGN	CRAFT PRODUCTION, CERAMIC SKILLS PROGRAMME	67	0.2
CIVIL ENGINEERING CONSTRUCTION	READ AND INTERPRET MATERIALS DOCUMENTATION	60	0.1
BUILDING INDUSTRY	INSTALL GABION BASKETS ON A CONSTRUCTION SITE	60	0.1
CIVIL ENGINEERING CONSTRUCTION	CONTROL VEGETATION BY USE OF HERBICIDES	60	0.1
SGB MANUFACTURING AND ASSEMBLY PROCESSES	SKILLS TRAINING PROGRAMME IN UPHOLSTERY NQF2	52	0.1
SGB OCCUPATIONAL HEALTH AND SAFETY	HEALTH AND SAFETY LEVEL II (WFW)	47	0.1
SGB OCCUPATIONAL HEALTH AND SAFETY	FIRST AID LEVEL III (WFW)	46	0.1
SGB GENERIC MANAGEMENT	APPLY THE PRINCIPLES OF COSTING AND PRICING TO A BUSINESS VE	42	0.1
SGB BUILDING CONSTRUCTION	APPLY SCREEDS TO A CONCRETE FLOOR	40	0.1
SGB OCCUPATIONAL HEALTH AND SAFETY	HEALTH AND SAFETY LEVEL I (WFW)	37	0.1
SGB CIVIL ENGINEERING CONSTRUCTION	USE LABOUR INTENSIVE CONSTRUCTION METHODS TO CONSTRUCT AND M	36	0.1
SGB LIFE SKILLS	PERFORM BASIC LIFE SUPPORT AND FIRST AID PROCEDURES	36	0.1
AGRICULTURE	CARE FOR POULTRY PARENT STOCK DURING PRODUCTION	36	0.1
SGB BUILDING CONSTRUCTION	CALCULATE CONSTRUCTION QUANTITIES AND DEVELOP A WORKPLAN	32	0.1
SGB COMMUNICATION STUDIES	ENGAGE WITH AESTHETIC, AFFECTIVE, CULTURAL AND SOCIAL VALUES	30	0.1
SGB HOSPITALITY, TOURISM, TRAVEL, LEISURE AND GAMING	HANDLE AND STORE CLEANING EQUIPMENT AND MATERIALS	30	0.1
CLOTHING INDUSTRY	PREPARE & PRIME PREVIOUSLY COATED SURFACES	29	0.1
SGB PROJECT MANAGEMENT	FINANCIAL MANAGEMENT	26	0.1
SGB ART, CRAFT AND DESIGN	CRAFT ENTERPRISE, CERAMIC SKILLS PROGRAMME	25	0.1
SGB MANUFACTURING AND ASSEMBLY PROCESSES	WELD WORK PIECES WITH THE GAS METAL ARCH WELDING PROCESS IN	24	0.1
SGB MANUFACTURING AND ASSEMBLY PROCESSES	PERFORM BASIC WELDING/JOINING OF METALS	23	0.1
CLOTHING INDUSTRY	SKILLS PROGRAMMES FOR FOOTWEAR MANUFACTURING PROCESSES 1	22	0.1
SGB ENGINEERING	MANAGE BASIC PERSONAL FINANCE	22	0.1
SGB HOSPITALITY, TOURISM, TRAVEL, LEISURE AND GAMING	COMMUNICATE IN A BUSINESS ENVIRONMENT	22	0.1
SERVICES	CHEMICAL OPERATOR	20	0.0

Category / field	Accredited course title	Training opportunities	% of total
SGB MANUFACTURING AND ASSEMBLY PROCESSES	SKILLS TRAIN PROG IN COFFIN MANUF WOOD FINISHING NQF 2	20	0.0
CIVIL ENGINEERING CONSTRUCTION	OPERATE A TRACTOR	17	0.0
BUILDING INDUSTRY	PAINT INTERNAL & EXTERNAL SURFACES	14	0.0
SGB HAIRDRESSING COSMETOLOGY AND BEAUTY	SHAMPOO, CONDITION AND TREAT HAIR	14	0.0
BUILDING INDUSTRY	INSTALL MANHOLES & CHAMBERS ON A CIVIL CONSTRUCTION SITE	12	0.0
SGB MANUFACTURING AND ASSEMBLY PROCESSES	WELD WORK PIECES WITH THE OXY-ACETYLENE WELDING PROCESS IN A	12	0.0
SGB MANUFACTURING AND ASSEMBLY PROCESSES	WELD WORK PIECES WITH THE GAS METAL ARC WELDING PROCESS IN	12	0.0
CIVIL ENGINEERING CONSTRUCTION	CONSTRUCT WATER RETICULATION CONCRETE WORK AND BRICK MASONRY	12	0.0
SGB GENERIC MANAGEMENT	MANAGE FINANCES OF A NEW VENTURE : LEVEL 4	12	0.0
SGB MANUFACTURING AND ASSEMBLY PROCESSES	SKETCH DRAWINGS AND MEASURE COMPONENTS FOOTWEAR	11	0.0
SGB MANUFACTURING AND ASSEMBLY PROCESSES	IDENTIFY AND HANDLE MATERIALS IN FOOTWEAR	11	0.0
SGB MANUFACTURING AND ASSEMBLY PROCESSES	UNDERTAKE CLOSING PROCESSES TO JOIN COMPONENTS IN FOOTWEAR	11	0.0
SGB MANUFACTURING AND ASSEMBLY PROCESSES	SEWING: MANUFACTURING OF CLOTHES (GENERAL) & RANGE OF SCHOOL	10	0.0
SGB GENERIC MANAGEMENT	MANAGE FINANCES FOR A NEW VENTURE	10	0.0
SGB GENERIC MANAGEMENT	PRODUCE BUSINESS PLAN FOR A NEW VENTURE	10	0.0
SGB FORESTRY	APPLY HERBICIDES TO NOXIOUS WEEDS	8	0.0
SGB HOSPITALITY, TOURISM, TRAVEL, LEISURE AND GAMING	CARE FOR CUSTOMERS	7	0.0
AGRICULTURE	CLEAN A POULTRY HOUSE AND ITS EQUIPMENT	6	0.0
AGRICULTURE	MAINTAIN THE HEALTH OF POULTRY	6	0.0
AGRICULTURE	APPLY PERSONAL HYGIENE PRINCIPLES IN A POULTRY ABATTOIR	6	0.0
Total		**40 748**	**100.0**

Annexure B Average training days per accredited course, 2005-2010

Accredited course	Average training days
SEWING: MANUFACTURING OF CLOTHES (GENERAL) & RANGE OF SCHOOL	92
SKILLS TRAIN PROG IN COFFIN MANUF WOOD FINISHING NQF 2	54
CHEMICAL OPERATOR	53
SKILLS TRAINING PROGRAMME IN UPHOLSTERY NQF2	49
CRAFT ENTERPRISE, CERAMIC SKILLS PROGRAMME	40
CRAFT PRODUCTION, CERAMIC SKILLS PROGRAMME	35
SKILLS TRAINING PROGRAMME IN WOOD FINISHING NQF LEVEL 2	33
UNDERTAKE CLOSING PROCESSES TO JOIN COMPONENTS IN FOOTWEAR	33
PROJECT MANAGEMENT FOR COMMUNITY DEVELOPMENT	32
SKILLS TRAINING PROGRAMME IN CABINET MAKING NQF LEVEL 2	32
COMMUNITY DEV. PRACTITIONER SHORT COURSE (PILOT FOR GS)	30
BUSINESS MANAGEMENT BASIC	26
SKILLS TRAINING PROGRAMME IN WOOD MACHINING NQF LEVEL 2	26
FINANCIAL MANAGEMENT	26
BEAUTY & NAIL TECHNOLOGY COURSE	24
ASSISTANT CHEF	21
APPLY PERSONAL HYGIENE PRINCIPLES IN A POULTRY ABATTOIR	19
CARE FOR POULTRY PARENT STOCK DURING PRODUCTION	19
WELD WORK PIECES WITH THE GAS METAL ARC WELDING PROCESS IN	19
PREPARE & PRIME NEW SURFACES	19
APPLY SCREEDS TO A CONCRETE FLOOR	19
IDENTIFY AND HANDLE MATERIALS IN FOOTWEAR	19
PREPARE FOR PLASTERING	19
PREPARE & PRIME PREVIOUSLY COATED SURFACES	18
PLASTER WALL & SCREED A FLOOR & STEPS	18
PAINT SURFACES	18
SKILLS TRAIN. PROG. IN COFFIN MANUFAC-UPHOLSTERY NQF LEVEL 2	18
INDUSTRY ELECTRICAL SKILLS (CREDIT BEARING COURSE)	18
FABRICATE,ERECT & STRIP FORMWORK FOR STRAIGHTWALLS, COLUMNS	18
APPLY PLASTER TO SURFACES	18
TOOL MAKING SKILLS, BASIC (SHORT CREDIT BEARING COURSE)	18
BUILD MASONRY SUPERSTRUCTURES USING SOLID UNITS	18
GENERIC CABIN CREW	18
ERECT ROOF TRUSSES	17
INDUSTRY MECHANICAL SKILLS (CREDIT BEARING COURSE)	17
SKILLS PROGRAMMES FOR FOOTWEAR MANUFACTURING PROCESSES 1	16
SKETCH DRAWINGS AND MEASURE COMPONENTS FOOTWEAR	15
WELD WORK PIECES WITH THE GAS METAL ARCH WELDING PROCESS IN	15
APPLY LABOUR INTENSIVE CONSTRUCTION SYSTEMS & TECHNIQUES TO	15

Accredited course	Average training days
BUILD MASONRY SUPERSTRUCTURES USING SOLID & HOLLOW UNITS	14
MAINTAIN THE HEALTH OF POULTRY	13
MANAGE FINANCES FOR A NEW VENTURE	13
ENGAGE IN BASIC HEALTH PROMOTION	13
ASSESS THE INTER-RELATIONSHIPS BETWEEN THE INDIVIDUAL, FAMIL	13
EPWP ENVIRONMENT LIFE SKILLS TRAINING-BENEFICIARIES	12
PERFORM BASIC WELDING/JOINING OF METALS	10
PRODUCE BUSINESS PLAN FOR A NEW VENTURE	10
WELD WORK PIECES WITH THE OXY-ACETYLENE WELDING PROCESS IN A	10
USE LABOUR INTENSIVE CONSTRUCTION METHODS TO CONSTRUCT AND M	10
CALCULATE CONSTRUCTION QUANTITIES AND DEVELOP A WORKPLAN	10
EPWP INFRASTRUCTURE LIFE SKILLS TRAINING-BENEFICIARIES	10
PAINT INTERNAL & EXTERNAL SURFACES	8
SETOUT,EXCAVATE,CAST CONCRT FOUND&BLD CONCRT SLABS	8
MANAGE BASIC PERSONAL FINANCE	8
SET OUT AND PREPARE CONSTRUCTION MASORY WORK AREAS	8
OHS KNOWLEDGE, UNDERSTANDING & RESPONSIBILITIES, EPWP	8
ERECT, USE AND DISMANTLE ACCESS EQUIPMENT	8
APPLY THE PRINCIPLES OF COSTING AND PRICING TO A BUSINESS VE	8
COMMUNICATE IN A BUSINESS ENVIRONMENT	8
OPERATE A TRACTOR	8
CLAD ROOF STRUCTURES	8
CLEAN A POULTRY HOUSE AND ITS EQUIPMENT	7
CONSTRUCT WATER RETICULATION CONCRETE WORK AND BRICK MASONRY	7
INSTALL GABION BASKETS ON A CONSTRUCTION SITE	7
INSTALL MANHOLES & CHAMBERS ON A CIVIL CONSTRUCTION SITE	7
MANAGE FINANCES OF A NEW VENTURE : LEVEL 4	7
SHAMPOO, CONDITION AND TREAT HAIR	7
PERFORM BASIC LIFE SUPPORT AND/OR FIRST AID PROCEDURES IN EM	7
PERFORM BASIC LIFE SUPPORT AND FIRST AID PROCEDURES	7
CONSTRUCT PRECAST KERBS & CONCRETE CHANNELS	6
BATCH & MIX CONCRETE BY VOLUME	6
CONTRACTOR DEVELOPMENT (ADVANCED)	5
FIRST AID LEVEL III (WFW)	5
USE AND MAINTAIN HAND TOOLS ON A CONSTRUCTION SITE	5
IDENTIFY & USE PROTECTIVE CLOTHING & EQUIPMENT IN GEN. CONST	5
LIFE ORIENTATION	5
CONTRIBUTE TO INFORMATION DISTRIBUTION REGARDING HIV/AIDS IN	5
FIRST AID LEVEL II (WFW)	5
DEMONSTRATE AN UNDERSTANDING OF HIV/AIDS AND ITS IMPLICATIO	5

Accredited course	Average training days
APPLY TILES TO PLASTERED SURFACES	5
ESTABLISH & PREPARE A WORK AREA	5
COMPUTER LITERACY, BASIC	4
APPLY BASIC FIRE FIGHTING TECHNIQUES	4
APPLY HERBICIDES TO NOXIOUS WEEDS	4
CARE FOR CUSTOMERS	4
COUNSEL WORKGROUP MEMBERS IN RESPECT OF HIV/AIDS	4
ABILITY TO START & RUN A BUSINESS, EPWP	4
ASSEMBLE,TIE & FIX REINFORCING CAGES	4
ENGAGE WITH AESTHETIC, AFFECTIVE, CULTURAL AND SOCIAL VALUES	4
READ AND INTERPRET MATERIALS DOCUMENTATION	4
APPLY HEALTH & SAFETY TO A WORK AREA (OHS)	4
RENDER BASIC FIRST AID	4
CONTROL VEGETATION BY USE OF HERBICIDES	3
FIRE AWARENESS (WFW)	3
POSITIVE PEOPLE (MANAGE HIV & AIDS IN THE WORK PLACE & COM)	3
FIRST AID LEVEL I (WFW)	3
HEALTH AND SAFETY LEVEL II (WFW)	3
HEALTH AND SAFETY LEVEL I (WFW)	2
HANDLE AND STORE CLEANING EQUIPMENT AND MATERIALS	2

Annexure C Non-accredited courses with an average of 10 and above training days

Non-accredited courses	Average training days
WELDING LEVEL IV (ADVANCED)	200
SPRAY PAINTER LEVEL III	112
WELDING LEVEL III (INTERMEDIATE)	100
OPERATOR, SHEET METAL	67
FURNITURE PRODUCTION: UPHOSLTERY LEVEL III	62
PLASTERING AND TILING PHASE 1	57
PC ENGINEERING, A+	52
DATA CAPTURE FOR PEOPLE WITH INTELLECTUAL IMPAIRMENTS	52
BOILERMAKING	50
PLASTERING AND PAVING (MS)(45 DAYS)	45
OPERATOR MACHINIST	45
WELDER, STAINLESS STEEL	45
ELECTRICAL	43
MANAGEMENT, BASIC	43
FURNITURE POLISHING LEVEL III	42
DATA PROCESSING FOR PEOPLE WITH DISABILITIES	40
MANUFACTURE STEEL STRUCTURES & PLATE COMPONENTS	39
CABINET MAKING LEVEL III	38
KNITTING (MACHINE) MOD II	38
JEWELLERY (ADVANCED), MAKING OF	37
BRICKLAYER (INTERMEDIATE)	37
BUILDING MAINTAINER	36
ELECTRICAL HEAVY CURRENT, INSTALLATION WORK	36
JOINER (LS)(45 DAYS)	36
BRICKLAYER (ADVANCED)	35
CLOTH PAINTING (MANUFACTURING OF TRADITIONAL/ETHNIC CLOTHES	35
RIGGING CATEGORY 1-3	35
WOOD MACHINING (LEVEL III)	35
SPORTS TURF MAINTENANCE LEVEL II	35
SPORTS TURF MAINTENANCE LEVEL I	34
ELECTRICAL: WIRE & COMMISSION DOMESTIC/INDUSTRIAL ELEC. CIRC	34
ELECTRICAL, ASSISTANT	34
MANUFACTURING OF CLOTHES & DESIGN	33
CARPENTRY PHASE 1	33
SEWING MACHINIST, INDUSTRIAL (CITB)	32
CERAMIC & DECORATING ART	32
HOUSEBUILDER BASIC EMPLOYMENT SKILLS (INSTITUTIONAL) LS	32
MANUFACTURING OF SCHOOLWEAR	32
ELECTRICIAN	32

Non-accredited courses	Average training days
CURTAIN MAKING	32
CARPENTER (ERECTION AND SHUTTERING)(MS)(45 DAYS)	32
PIPE FITTER, FABRICATOR INTERRIM TO LEVEL 4	31
BEADING HANDSKILLS TRAINING, BASIC/INTERMEDIATE	31
PC REPAIR & NETWORK INSTALLATION	31
KNITTING (MACHINE) MODI	31
GARMENT MAKING, INDUSTRIAL (MACHINE)	31
FURNITURE PRODUCTION II	30
PLASTERER (LS)(45 DAYS)	30
PIPE FITTING: ASSEMBLE PIPE LINE & PIPE FITTINGS	30
FARM WORKSHOP ASSISTANT (RURAL)	30
MOBILE CELL REPAIR & TECHNIQUE	30
COMMERCIAL ORGANIC AGRICULTURE	30
FURNITURE PRODUCTION III	30
FURNITURE PRODUCTION I	30
MANUFACTURE CLOTHES (DOMESTIC MACHINE)	29
PLASTERER AND TILER (ADVANCED)	29
WAITER AND WINE STEWARD (HITB)	29
WELDING LEVEL II (FUNDAMENTAL)	29
DRAUGHTING, ENGINEERING AND CONSTRUCTION (CAD)	29
PLASTER AND TILER (INTERMEDIATE)	29
BRICKLAYING AND PLASTERING (LS) (60 DAYS)	29
HAND SKILLS METAL MOD I-II	29
FINANCIAL MANAGEMENT	29
BUSINESS SKILLS, TOURISM	29
CERAMIC DEOCRATING AND GLAZE	29
CARPENTRY PHASE II	29
BRICKLAYER (LS)(45 DAYS)	29
MECHANIC, MOTOR LEVEL II	29
CD PLAYER & VCR MECHANICIAN	29
MEAT CUTTING TECHNICIAN GRADE 2	29
PLUMBING FOR SELF EMPLOYMENT	29
PLUMBER (LS)(45 DAYS)	29
CIVIL ENGINEERING EMERGING CONTRACTOR DEVELOPMENT PROGRAMME	28
WELDER	28
PAINTER AND DECORATOR (LS)(60 DAYS)	28
PANEL BEATER LEVEL I	28
CARPENTER (ROOFS AND FINISHING)(LS)(45 DAYS)	28
SPRAY PAINTER, AUTOMOTIVE LEVEL I	28
CARPENTER (BASIC)	27

Non-accredited courses	Average training days
ORGANIC AGRICULTURE	27
ENGAGE IN A RANGE OF SPEAKING & LISTENING INTERACTIONS	27
BRICKLAYING AND BLOCKLAYING (LS)(45 DAYS)	27
AUTO ELECTRIC REPAIRER	27
WELDING FOR SELF EMPLOYMENT (BASIC)	27
ELECTRICIAN, TRAINEE.	26
PIPE FITTER(S) AID	26
PLUMBER (BASIC)	26
MANUFACTURING OF WORK WEAR AND BOILER SUITS	26
PLASTERING AND PAVING (LS)(45 DAYS)	26
CARPENTRY (LS)(80 DAYS)	26
PLASTERER/TILER (LS)	26
BOILERRMAKER(S) AID	26
WELDING LEVEL I (ELEMENTARY)	26
ELECTRONICS, CORE COMPETENCIES	26
SEWING, PATERN MAKING AND DESIGN	26
SANDAL MAKING (TYRES)	25
PLUMBING (LS)(RURAL)(BKTT)	25
LANDSCAPE MAINTENANCE LEVEL I	25
WELDER, FABRICATOR INTERRIM TO LEVEL 4	25
HYDROPONICS CROP PRODUCTION	25
HOUSEBUILDER BASIC EMPLOYMENT SKILLS (ON SITE) BASIC	25
BRICKLAYER (BASIC)	25
TIMBER FRAME CONSTRUCTION BUILDER	25
PETROL & DIESEL MECHANIC PHASE I	25
HAIRDRESSING AND HAIRBRAIDING	25
FRAIL CARE	25
PANEL BEATER LEVEL II	25
ELECTRICAL APPLIANCE REPAIRING	25
RADIO AND TV MECHANICIAN	24
PLUMBING (LS) (80 DAYS)	24
PLASTERER AND TILER (BASIC)	24
HOUSEBUILDER BASIC EMPLOYMENT SKILLS (INSTITUTIONAL) BASIC	24
HOUSEBUILDER BASIC EMPLOYMENT SKILLS (OWN HOUSE) LS	24
WORLD OF WORK (SPECIFIC SKILLS - PRACTICAL)	24
CHILD CARE LEVEL I	24
PAINTER AND DECORATOR (LS)	24
CARPENTRY (ROOFS AND FINISHING)(LS)(RURAL)(BKTT)	24
GROOMING, BASIC (60 DAYS/4 HOURS)	24
CONTRACTING ENTREPRENEURIAL TRAINING (CET)	24

Non-accredited courses	Average training days
BRICKLAYING PHASE 2	23
PLUMBING PHASE 1	23
HANDYMAN: GENERAL BUILDING MAINTENANCE	23
CODE 14 DRIVER, PROFESSIONAL	23
CHILD CARE LEVEL II	23
WELDER(S) AID	23
PATTERN MAKING AND DESIGN	23
BRICKLAYING AND PLASTERING (LS)(RURAL)(BKTT)	23
PLUMBING PHASE III	23
CANDLEWICKING	23
OPERATOR WELDER	22
BLOCKLAYING (LS) (30 DAYS)	22
SCREEN PRINTING, INDUSTRIAL AND DOMESTIC	22
SHOE REPAIRS (15 DAYS)	22
BEADING HANDSKILLS TRAINING, ADVANCED	22
MECHANIC, MOTOR LEVEL I	22
HAND DECORATING, CANDLES	22
SPRAY PAINTING LEVEL I	22
HAIRDRESSING, AFRO (THEORY & PRACTICE)	22
BOILERMAKER, FABRICATOR INTERRIM TO LEVEL 5	21
WELDER, OPERATOR	21
MOTOR BODY REPAIR LEVEL I	21
REFLEXOLOGY, BASIC	21
FITTING & TURNING, TRAINEE	21
BAKING, BASIC	20
COOKING, ADVANCED	20
RE-UPHOLSTERING FURNITURE AND CAR SEATS	20
CATERING	20
MECHANICAL FITTING, FABRICATOR TO LEVEL 5	20
MARKETING MANAGEMENT	20
BOOKKEEPING, BASIC	20
ELECTRICAL AID	20
KNITTING, HAND (INTERNATIONAL STANDARD)	20
ELECTRICIAN, FABRICATOR INTERRIM TO LEVEL 4	20
COMPUTER INSTALLATION, BASIC	20
GARMENT MAKING (HAND)	20
HOUSEKEEPING	20
TOURIST TAXI OPERATOR	20
BOOKKEEPING TO TRIAL BALANCE, BASIC	20
CHEF(S) ASSISTANT GRADE I	20

Non-accredited courses	Average training days
POTTERY	20
TILING (LS)(20 DAYS)	20
RECEPTIONIST, HOTEL	20
BRICKLAYING PHASE 1	20
COMMUNICATION SKILLS	20
HOUSEBUILDER BASIC EMPLOYMENT SKILLS (ON SITE) LS	20
ELECTRICAL MOD 1,2 AND 3	20
FILM AND VIDEO PRODUCTION OPERATIONS	19
CARPENTER (INTERMEDIATE)	19
BASIC WORKPLACE SKILLS (LIFE SKILLS-HANDTOOLS)	19
CALL CENTRE AGENT & COMPUTER SKILLS DIPLOMA FOR DISABLED	19
ELECTRICAL MOD 4,5,6 AND 7	19
BEEKEEPING, ADVANCED	19
MECHANICAL SKILLS PROGRAMME	19
ELECTRICAL SKILLS PROGRAMME	18
SPRAY PAINTING LEVEL II	18
BUSINESS START-UP PROGRAMME, DYNAMIC	18
QUILTING	18
VITAL SKILLS FOR THE WORKPLACE	18
CANEWORK	18
MANAGEMENT, RETAIL	17
SECRETARIAL OFFICE TECHNIQUES	17
WEAVING ON A FRAME (15 DAYS)	17
CROCHET.	17
KNITTING (HAND)	16
PATCHWORK	16
CARING FOR SHEEP	16
LEATHERWORK	16
BASKET AND MAT MAKING	16
WOODWORK SKILLS (UTILITY ITEMS)	16
LEATHER SHOES, MAKING OF	16
EMBROIDERY	15
HOME MANAGEMENT	15
ARTIFICIAL INSEMINATION (CATTLE)(RURAL)	15
SELF-EMPLOYMENT DEVELOPMENT	15
SHEETMETALWORK (UTILITY ITEMS)	15
FERTILISATION & IRRIGATION (RURAL)	15
WELDING AND CUTTING, ARC AND GAS	15
SELLING SKILLS.	15
SPRAY PAINTING AND PREPARATION ASSISTANT	15

Non-accredited courses	Average training days
COOKS 101	15
WELDING (UTILITY ITEMS)	15
AUTO-BODY REPAIR WORK	15
BOOKKEEPING TO BALANCE SHEET	15
CREDIT CONTROL	15
HARVESTING OF HIVE PRODUCTS	15
THATCHING	15
CARING FOR MILK/ STUD CATTLE	15
SOFT TOYS, MAKING OF	15
START & RUN YOUR BUSINESS (ILO)	15
RURAL LINE CONSTRUCTION (11 & 22KV LINES)	15
APPLIQUE	15
VEHICLE RUST REPAIRS	15
LITERACY, NUMERACY & PERCEPTUAL SKILLS DEVELOPMENT	15
EDUCATIONAL TOYS, MAKING OF	15
CARING FOR MILK/ STUD CATTLE (RURAL)	15
DRIVER, HEAVY DUTY CONVERSION CODE 8 TO 10/11/13/14	15
BEEKEEPING, BASIC	15
ELECTRICAL CONSTRUCTION OPERATOR (SINGLE PHASE)	15
BLOCKMAKING AND ERECTION, CONCRETE	15
SIGNWRITING	15
INTERNATIONAL CALL CENTRE AGENT TRAINING	15
HAND SKILLS METAL MOD II	15
WAITRON BASIC	15
FENCING AND WINDMILL MAINTENANCE	15
COMMUNICATE VERBALLY	15
WOODCARVING	15
SHUTTERHAND GRADE III - HARBOUR CONSTRUCTION	15
COMPUTER SKILLS	15
CONSTRUCT V DRAINS	15
CHEF(S) ASSISTANT GRADE II	15
HAND SKILLS (METAL) MOD I.	15
GRILLER/WAITER/KITCHEN ASSISTANT	15
LIGHT VEHICLES, SERVICING OF (BASIC)	15
PAVING, ROAD BLOCKS	15
GRILLER	15
ELECTRICAL DISTRIBUTION, OPERATOR	15
SMALL BUILDERS DEVELOPMENT PROGRAMME: THE BASICS	15
STOCK CONTROL & STOREMANSHIP	15
CONCRETE REINFORCING	15

Non-accredited courses	Average training days
CUSTOMER CARE, TOURISM	15
GUIDE TRAINING COURSE	15
CARING FOR SHEEP (RURAL)	14
BUSINESS START-UP PROGRAMME	14
MANAGEMENT,SMALL/LARGESTOCK FARMERS,BASIC (YOUTH PROJECT-NW)	14
PAVING AND SLABLAYING/KERBLAYER/BRICKMAKING	14
GAME RANGING, INTRODUCTION TO (YOUTH PROJECT - NORTH WEST)	13
COST ACCOUNTING	13
WORS, MEAT AND SAUSAGE PROCESSOR	12
MANAGEMENT, SMALL/LARGESTOCK FARMERS, BASIC	12
FLOOR, CARE	12
ENTREPRENEURSHIP (FITB)	12
FLORISTRY	11
COOKS, HOSTEL	11
FLOWER ARRANGING (BASIC)	11
WELDING, CO2	11
BOTTLED PRODUCTS, CANNING OF	10
BUSINESS SKILLS FOR SOUTH AFRICA (RURAL)	10
WELDING, ARC	10
CONTRACTOR DEVELOPMENT (PHASE III)	10
BUSINESS SKILLS FOR SOUTH AFRICA	10
BROILER PRODUCTION	10
COOKING, BASIC	10
CULTIVATION, VEGETABLE (SMALL FARMERS)(RURAL)	10
MICRO ENTERPRISE BUSINESS SKILLS (II)	10
WEED, FOLIAGE & PEST CONTROL	10
FENCING (RURAL)	10
CULTIVATION, CITRUS	10
BUSINESS SKILLS, BASIC	10
TRACTOR MAINTENANCE (RURAL)	10
CARING FOR PIGS (RURAL)	10
CONTRACTOR DEVELOPMENT (PHASE II)	10
CONTRACTOR DEVELOPMENT (PHASE I)	10
CAPACITY BUILDING	10
CULTIVATION, POTATO	10
BUSINESS SKILLS, AGRICULTURAL	10
BUSINESS LAW	10
DRIVER, PROFESSIONAL BUS (RIGID)	10
MICRO SILKSCREEN PRINTER	10
NEEDLEWORK (UTILITY ITEMS)	10

Non-accredited courses	Average training days
SHEARING (HAND), BASIC	10
WELDING, GAS AND ARC ON FARMS	10
STOREKEEPING	10
CULTIVATION, TOMATO	10
OPERATOR, MILKING MACHINE (RURAL)	10
CHEF(S) ASSISTANT GRADE III	10
CARING FOR PIGLETS (RURAL)	10
BOOKKEEPING, ELEMENTARY	10
ERADICATION OF INTRUDER PLANTS-BRUSH CUTTER OPERATOR	10
FARM BUSINESS MANAGEMENT, LEVEL 1	10
WORD PROCESSING LEVEL II	10
ADVANCED ENTREPRENEUR	10
BUSINESS MANAGEMENT, BASIC	10
REPAIRER, DOMESTIC REFRIGERATION	10
HIV COUNSELLING	10
DRIVER, LICENCE CODE 8	10
PIPELAYING AND MAINTENANCE..	10
PIPELAYING AND MAINTENACE (RURAL)	10
SALES MANAGEMENT	10
PAINTER, ASSISTANT MOD I	10
QUALITY MANAGEMENT	10
ELECTRICAL HEAVY CURRENT, ELECTRICAL HAND & WORKSHOP TOOLS	10
CONSTRUCTION OF A GRAVEL ROAD SURFACE	10
OPERATOR, FORKLIFT TRUCK MOD I (NEW OPERATOR)	10
SHUTTERHAND GRADE III	10
WORD PROCESSING LEVEL I	10
WELDING AND CUTTING, GAS	10
LAY AND REINSTATE PAVING SLABS (BLOCK PAVING)	10
TYPING LEVEL I (PC)	10
ERADICATION OF INTRUDER PLANTS - CHAINSAW OPERATOR	10
DRIVER, ADVANCED LIGHT MOTOR VEHICLE	10
BRICKMAKING/ CONCRETE HANDLING	10
ELECTRICAL HEAVY CURRENT, WIRING WORK & CIRCUIT	10
CONCRETE PRODUCTS, MAKING AND ERECTION OF	10
IMPROVE YOUR BUSINESS (ILO)	10
BARPERSON(S) COURSE	10
CONCRETE PLACING - HARBOUR CONSTRUCTION	10
ERECT AND STRIP STRAIGHT WALL FORMWORK	10

Annexure D Race and gender of beneficiaries

Province	African	%	Coloured	%	Indian	%	White	%	Total
Eastern Cape	54	100.0	0	0.0	0	0.0	0	0.0	54
Gauteng	45	97.8	1	1.9	0	0.0	0	0.0	46
KwaZulu-Natal	55	98.2	1	1.9	0	0.0	0	0.0	56
Limpopo	54	100.0	0	0.0	0	0.0	0	0.0	54
Western Cape	21	51.2	19	35.2	0	0.0	1	1.9	41
Total	**229**	**91.2**	**21**	**38.9**	**0**	**0.0**	**1**	**1.9**	**251**

Province	Male	%	Female	%	Total
Eastern Cape	13	24.1	41	75.9	54
Gauteng	31	67.4	15	32.6	46
KwaZulu-Natal	22	39.3	34	60.7	56
Limpopo	2	3.7	52	96.3	54
Western Cape	19	46.3	22	53.7	41
Total	**87**	**34.7**	**164**	**65.3**	**251**

Annexure E Age categories of the beneficiaries

Province	Eastern Cape		Gauteng		Kwa-Zulu Natal		Limpopo		Western Cape		Total	
	N	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**	**%**
15-19	0	0.0	1	2.2	0	0.0	0	0.0	0	0.0	1	0.4
20-24	6	11.1	14	30.4	7	12.5	0	0.0	9	22.0	36	14.3
25-29	20	37.0	16	34.8	20	35.7	3	5.6	11	26.8	70	27.9
30-34	11	20.4	7	15.2	18	32.1	4	7.4	5	12.2	45	17.9
35-39	7	13.0	5	10.9	7	12.5	13	24.1	4	9.8	36	14.3
40-44	2	3.7	2	4.3	2	3.6	13	24.1	3	7.3	22	8.8
45-49	2	3.7	0	0.0	0	0.0	13	24.1	3	7.3	18	7.2
50-54	1	1.9	0	0.0	0	0.0	4	7.4	4	9.8	9	3.6
55-59	2	3.7	1	2.2	2	3.6	3	5.6	2	4.9	10	4.0
60+	3	5.6	0	0.0	0	0.0	1	1.9		0.0	4	1.6
Total	**54**	**100.0**	**46**	**100.0**	**56**	**100.0**	**54**	**100.0**	**41**	**100.0**	**251**	**100.0**
Average Age	34		28		31		42		34		34	

Annexure F Highest qualifications of beneficiaries

Province	Eastern Cape		Gauteng		KwaZulu-Natal		Limpopo		Western Cape		Total	
	N	%	N	%	N	%	N	%	N	%	N	%
No schooling	0	0.0	0	0.0	0	0.0	2	3.7	0	0.0	2	0.8
Grade 0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0		0.0
Grade 1	1	1.9	0	0.0	0	0.0	0	0.0	0	0.0	1	0.4
Grade 2	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0		0.0
Grade 3/ABETY 1	2	3.7	0	0.0	0	0.0	0	0.0	0	0.0	2	0.8
Grade 4	1	1.9	0	0.0	0	0.0	0	0.0	0	0.0	1	0.4
Grade 5/ABET 2	0	0.0	0	0.0	0	0.0	0	0.0	1	2.4	1	0.4
Grade 6	0	0.0	0	0.0	1	1.8	1	1.9	0	0.0	2	0.8
Grade 7/ABET 3	0	0.0	0	0.0	1	1.8	3	5.6	2	4.9	6	2.4
Grade 8	1	1.9	0	0.0	0	0.0	1	1.9	2	4.9	4	1.6
Grade 9/ABET 4	2	3.7	0	0.0	0	0.0	2	3.7	3	7.3	7	2.8
Grade 10/NTC or NVC 1	5	9.3	0	0.0	3	5.4	6	11.1	8	19.5	22	8.8
Grade 11/NTC or NVC 2	20	37.0	4	8.7	20	35.7	19	35.2	6	14.6	69	27.5
Grade 12/NTC or NVC 3	13	24.1	13	28.3	25	44.6	14	25.9	12	29.3	77	30.7
Matric + Certificate/NTC or NVC (4-6)	7	13.0	28	60.9	2	3.6	4	7.4	5	12.2	46	18.3
National Diploma/First Degree	2	3.7	1	2.2	4	7.1	2	3.7	2	4.9	11	4.4
Total	**54**	**100.0**	**46**	**100.0**	**56**	**100.0**	**54**	**100.0**	**41**	**100.0**	**251**	**100.0**

Annexure G Duration of unemployment

Province	1-6 months		7-12 months		13-18 months		19-24 months		More than 2 years		Total	
	N	%	N	%	N	%	N	%	N	%	N	%
Eastern Cape	5	11.4	8	18.2	4	9.1	2	4.5	25	56.8	44	100.0
Gauteng	12	32.4	7	18.9	0	0.0	7	18.9	11	29.7	37	100.0
KwaZulu-Natal	9	18.4	2	4.1	3	6.1	6	12.2	29	59.2	49	100.0
Limpopo	0	0.0	2	28.6	0	0.0	1	14.3	4	57.1	7	100.0
Western Cape	13	40.6	4	12.5	0	0.0	5	15.6	10	31.3	32	100.0
Total	**39**	**23.1**	**23**	**13.6**	**7**	**4.1**	**21**	**12.4**	**79**	**46.7**	**169**	**100.0**

Annexure H Activities and support while unemployed

Activities	Number of beneficiaries						Column %						Row %					
	EC	GP	KZN	LP	WC	Tot	EC	GP	KZN	LP	WC	Tot	EC	GP	KZN	LP	WC	Tot
Studying	4	17	7	0	9	37	9.1	45.9	14.3	0.0	28.1	21.9	10.8	45.9	18.9	0.0	24.3	100
Doing unpaid volunteer or other work	1	2	3	1	2	9	2.3	5.4	6.1	14.3	6.3	5.3	11.1	22.2	33.3	11.1	22.2	100
Piece work for payment in kind	7	4	10	0	4	25	15.9	10.8	20.4	0.0	12.5	14.8	28.0	16.0	40.0	0.0	16.0	100
Looking for work	17	10	23	3	15	68	38.6	27.0	46.9	42.9	46.9	40.2	25.0	14.7	33.8	4.4	22.1	100
Taking care of home full time	0	0	3	0	1	4	0.0	0.0	6.1	0.0	3.1	2.4	0.0	0.0	75.0	0.0	25.0	100
Doing nothing	15	4	3	3	1	26	34.1	10.8	6.1	42.9	3.1	15.4	57.7	15.4	11.5	11.5	3.8	100
Total	**44**	**37**	**49**	**7**	**32**	**169**	**100**	**100**	**100**	**100**	**100**	**100**	**26.0**	**21.9**	**29.0**	**4.1**	**18.9**	**100**
Sources of support	**Number of beneficiaries**						**Column %**						**Row %**					
	EC	**GP**	**KZN**	**LP**	**WC**	**Tot**	**EC**	**GP**	**KZN**	**LP**	**WC**	**Tot**	**EC**	**GP**	**KZN**	**LP**	**WC**	**Tot**
Piece work for pay	4	6	12	1	7	30	9.1	16.2	24.5	14.3	21.9	17.8	13.3	20.0	40.0	3.3	23.3	100
Piece work for payment in kind	3	1	1	1	0	6	6.8	2.7	2.0	14.3	0.0	3.6	50.0	16.7	16.7	16.7	0.0	100
Child support grant	1	0	3	3	2	9	2.3	0.0	6.1	42.9	6.3	5.3	11.1	0.0	33.3	33.3	22.2	100
Foster care grant	0	0	0	0	0	0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Pension in family	2	0	0	0	0	2	4.5	0.0	0.0	0.0	0.0	1.2	100	0.0	0.0	0.0	0.0	100
Disability grant/pension	2	0	0	0	0	2	4.5	0.0	0.0	0.0	0.0	1.2	100	0.0	0.0	0.0	0.0	100
Cash/food/clothing from family/friends	32	30	33	2	23	120	72.7	81.1	67.3	28.6	71.9	71.0	26.7	25.0	27.5	1.7	19.2	100
Total	**44**	**37**	**49**	**7**	**32**	**169**	**100**	**100**	**100**	**100**	**100**	**100**	**26.0**	**21.9**	**29.0**	**4.1**	**18.9**	**100**

Annexure I Placement of beneficiaries

Province	Project	Placement				Not Placed	Total
		Social Dev / EPWP Project	Formal Sector	Self-employed	Further training		
EC	Duncan village housing Project	8			1	19	28
	Masihlume-Magwali Project	2				5	7
	The Hope Factory	19					19
	Total number	**29**			**1**	**24**	**54**
	%	**53.7**			**1.9**	**44.4**	**100.0**
GP	NSF/UIF		46				
	Total number		**46**				**46**
	%		**100.0**				**100.0**
KZN	Ethembeni Education and Training		2			3	5
	Mabedlana Water and Sanitation Project		3			21	24
	MTL Training and Projects		8	1	1	6	16
	Ntukuso					1	1
	Zamakakhulu training and facilitation		1				1
	Zamani 2B		2			7	9
	Total number		**16**	**1**	**1**	**38**	**56**
	%		**28.6**	**1.8**	**1.8**	**67.9**	**100.0**
LP	Early Childhood Development	37		6			43
	Hlabologang Bakery		11				11
	Total number	**37**	**11**	**6**			**54**
	%	**68.5**	**20.4**	**11.1**	**0.0**	**0.0**	**100.0**
WC	Bambanami School Safety Project	19	3				22
	Electrical Contractors Association		16		1		17
	KATC / STI		1	1			2
	Total number	**19**	**20**	**1**	**1**		**41**
	%	**46.3**	**48.8**	**2.4**	**2.4**		**100.0**
Total		***85***	***93***	***8***	***3***	***62***	***251***
%		***33.9***	***37.1***	***3.2***	***1.2***	***24.7***	***100.0***

REFERENCES

Bergemann A B, Fitzenberger and Speckesser S. 2004. Evaluating the Dynamic Employment Effects of Training Programs in East Germany Using Conditional Difference-in-Differences ZEW Discussion Paper 04-41.

Calmfors L. 1994. Active Labour Market Policy and Unemployment - a Framework for the Analysis of Crucial Design Features. *OECD Economic Studies* No. 22, Spring 1994.

Cueto B. & Mato F.J. 2009. A Nonexperimental Evaluation of Training Programmes: Regional Evidence for Spain. *Annals of Regional Science* (2009) 43:415–433.

Department of Higher Education (DHET). 2011. Budget Vote speech of Minister of Higher Education and Training, 26 May 2011.

Department of Labour (DoL). 2004. National Skills Development Strategy 1 April 2005 to 31 March 2010. Pretoria: DoL.

Department of Labour (DoL). 2009. Operational Manual Employment Services: Social Development Initiatives Funding Window. Pretoria: DoL.

Department of Public Works. 2009. Expanded Public Work Programme Five Year Report 2004/2005 – 2008/2009, Reaching the One Million Target. Pretoria: Department of Public Works.

Government Gazette, SA Government. 1998. Skills Development Act, No 97 of 1998.

Government Gazette, SA Government. 1999. Skills Development Levies Act, No 9 of 1999.

Government Gazette, SA Government. 2008. Skills Development Amendment Act, No 37 of 2008.

Hujer R, Thomsen S L & Zeiss C. 2006. The Effects of Vocational Training Programmes on the Duration of Unemployment in Eastern Germany. *Statistical Archives* 90(2):299–321.

Lechner M, Miquel R & Wunsch C. 2007. Active Labour Market Policy in East Germany: Waiting for the Economy to Take Off . The Kiel Working Paper Collection No. 1.

McCord A. 2008. A Critical Evaluation of Training Within the South African National Public Works Programme. In Human Resources Development Review 2008, ed. Human Sciences Research Council (HSRC), 555–76. Cape Town: HSRC Press.

Munch J R & Skipper L. 2005. The Consequences of Active Labour Market Programme Participation in Denmark. Paper presented at the European Association of Labour Economics, Seville Spain, September 2003.

Regnér H. 2002. A Nonexperimental Evaluation of Training Programs for the Unemployed in Sweden.

Labour Economics 9:187–206.

Richardson K, van der Berg GJ. 200. The Effect of Vocational Employment Training on the Individual Transition Rate from Unemployment to Work Transition. *Sweden Economic Policy Review* 8:175–213.

Rosholm M & Skipper L. 2009. Is Labour Market Training a Curse FfThe Unemployed? Evidence from a Social Experiment. *Journal for Application Economics*, 24: 338–365.

Statistics SA. 2005. Labour Force Survey, March 2005. Pretoria: Statistics SA

Statistics SA. 2006. Labour Force Survey, March 2006. Pretoria: Statistics SA

Statistics SA. 2007. Labour Force Survey, March 2007. Pretoria: Statistics SA

Statistics SA. 2008. Quarterly Labour Force Survey, March 2008. Pretoria: Statistics SA

Statistics SA. 2009. Quarterly Labour Force Survey, March 2009. Pretoria: Statistics SA

Statistics SA. 2010. Quarterly Labour Force Survey, March 2010. Pretoria: Statistics SA.