


**NATIONAL POLICY FOR  
AN INTEGRATED CAREER  
DEVELOPMENT SYSTEM  
FOR SOUTH AFRICA**



# **NATIONAL POLICY FOR AN INTEGRATED CAREER DEVELOPMENT SYSTEM FOR SOUTH AFRICA**





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## ACRONYMS USED IN THIS DOCUMENT

CAPS	-	Curriculum and Assessment Policy Statement
CAS	-	Central Applications System
CDGF	-	Career Development Government Forum
CDP	-	Career Development Practitioner
CDS	-	Career Development Services (Project)
CET	-	Community Education and Training
DBE	-	Department of Basic Education
DHA	-	Department of Home Affairs
DHET	-	Department of Higher Education and Training
DoH	-	Department of Health
DoL	-	Department of Labour
DPME	-	Department of Planning, Monitoring and Evaluation
DPSA	-	Department of Public Service and Administration
DSD	-	Department of Social Development
ESSA	-	Employment Services South Africa
FET	-	Further Education and Training
GDP	-	Gross Domestic Product
HPCSA	-	Health Professions Council of South Africa
HRDSA	-	Human Resources Development Strategy for South Africa
ICT	-	Information and Communication Technologies
LURITS	-	Learner Unit Record Information and Tracking System
NCAP	-	National Career Advice Portal
NCDF	-	National Career Development Forum
NDP	-	National Development Plan
NEET	-	Not-in-Education, Employment or Training (Youth)
NGO	-	Non-governmental Organisation
NIS	-	National Identity System
NLRD	-	National Learners' Records Database
NQF	-	National Qualifications Framework
NSDS III	-	National Skills Development Strategy III



NSF	-	National Skills Fund
NYDA	-	National Youth Development Agency
OECD	-	Organisation for Economic Cooperation and Development
PoA	-	Programme of Action
PSET	-	Post-school Education and Training Sector
RPL	-	Recognition of Prior Learning
SAQA	-	South African Qualifications Authority
SETA	-	Sector Education and Training Authority
SMS	-	Senior Management Service
SOE	-	State-owned Enterprise
SONA	-	State of the Nation Address
STATS SA	-	Statistics South Africa
TVET	-	Technical and Vocational Education and Training
UNDP	-	United Nations Development Programme

## PREAMBLE

The Constitution of the Republic of South Africa was adopted to: “Heal the divisions of the past and establish a society based on democratic values, social justice and fundamental human rights”. It also seeks to: “Improve the quality of life of all citizens and free the potential of each person”. Among its foundational values are human dignity, the achievement of equality and the advancement of human rights and freedoms, and non-racialism and non-sexism.

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

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

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

The right to choice of trade, occupation or profession and the right of access to information are of particular importance to career development services.



# NATIONAL POLICY FOR AN INTEGRATED CAREER DEVELOPMENT SYSTEM FOR SOUTH AFRICA

## 1. INTRODUCTION

The performance agreement signed between the President and the Minister of Higher Education and Training in 2010 delegated the lead role in the development of a “skilled and capable workforce to support an inclusive growth path” (Outcome 5 of Government’s Programme of Action [PoA] 2014 – 2019) to the Minister of Higher Education and Training. The associated output 5.1, namely: “Establish a credible institutional mechanism for skills planning” deals with the development and implementation of a standardised framework for cooperation in the provision of career guidance and information services in the country and mandates the Minister of Higher Education and Training to coordinate career development in the country.

The delivery agreement associated with this output includes the Ministers of Basic Education; Public Service and Administration; and Labour as signatories. The associated departments, together with the Department of Social Development (DSD), form the key drivers of the Policy.

Furthermore, each department has the specific responsibility to provide and manage career development activities in the sector for which it is responsible through specific legislative and policy mandates. Provincial departments, local government, organisations and institutions are also responsible for career development activities in various forms.

On 19 February 2014, Cabinet approved the development of a national policy for career development services, an implementation strategy and a consultation process across all spheres of government. It mandated the Minister of Higher Education and Training to lead and coordinate Career Development Services (CDS) in the country. It noted that a coordinated CDS is urgently needed to ensure that youth, students, underemployed workers and unemployed citizens have access to quality career information and career services. This will enable them to make better and more informed career choices that will deliver higher levels of employability and help to increase sustainable economic growth in the country.

## 2. PURPOSE OF THE POLICY

This Policy has a national footprint that spans national government departments and also directs implementation at provincial and local government levels. Its purpose is to build an integrated CDS System for South Africa that will:

- a) ensure that all citizens, including youth, students, underemployed workers and unemployed citizens have access to quality career information and career services;
- b) emphasise the role of Government in ensuring that all citizens have access to comprehensive and integrated career development services to make informed career and learning decisions;
- c) provide a framework for the strengthening and continuity of leadership regarding career development services in South Africa;
- d) provide a framework for coordination, cooperation and collaboration at all levels of government, as well as with non-governmental organisations (NGOs) and the private sector, to ensure transparency and ease of access to career development services geared to meet the needs of a diverse range of citizens;

- e) address the weaknesses, overlaps and gaps in the current provision of career development services;
- f) identify processes that stimulate regular review and systemic planning of career services;
- g) provide specific directives for various aspects concerning the provision of career development services to the country; and
- h) facilitate a basic understanding of the dynamic inter-relationship among the economy, skills development, careers and society.

The Policy is premised on a commitment to be non-disruptive of existing efficient and effective career development practices that are congruent with constitutional values and government priorities.

### 3. HOW THE POLICY IS ORGANISED

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

The Policy document is organised as follows:

**Section 1:** Conceptual Framework

**Section 2:** Strategic Intent

**Section 3:** Implementation

The conceptual framework provides an overview of the international context and includes a brief description of the South African context and CDS initiatives that are already in progress. It describes the rationale for the CDS System Policy and the coordination thereof in the country. It also presents the vision and mission of CDS, outlines the key terminology used in CDS and the principles underpinning the Policy.

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

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

- a) career development services across the lifespan of an individual;
- b) improving access to career development services;
- c) a single, coherent and coordinated CDS System that allows queries based on geographical scans and states clear roles and responsibilities of participants;
- d) an enabling environment for career development services to take place; and
- e) coordination and leadership in career development services.

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

The last section provides a high-level implementation strategy including implementation challenges. It also touches on the issues of funding; coordination and strategic leadership; and assessing the effectiveness of CDS.

# SECTION 1: CONCEPTUAL FRAMEWORK

## 4. CAREER DEVELOPMENT SERVICES CONTEXTS

### 4.1 International Context

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

Several countries’ career development systems and policies were considered<sup>1</sup>. The most extensive study consulted in this review, which was done by the Organisation for Economic Cooperation and Development (OECD; 2004), argues that the policy rationale for career development is threefold:

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

This Policy incorporates the lessons learnt from an international perspective into the strategic intent and implementation strategies of CDS.

### 4.2 The South African Context

The South African Government prioritised the addressing of challenges presented by rampant unemployment, poverty and inequality (State of the Nation Address [SONA], 2012; PoA, 2010 – 2013; National Development Plan, [NDP]). Addressing these challenges requires insight into the dynamic relationship among education, training, the economy and society. While it is accepted that various understandings of this relationship will unavoidably reflect several contesting theoretical and ideological perspectives, it is incumbent on any government to adopt a perspective that is congruent with its constitutional values and the rights of its citizenry.

Strengthening the South African education, training and skills development system is a key component of South Africa’s strategy to eradicate poverty, unemployment and inequality (Vally, S and Motlala, E; 2014). In 2013, the then Deputy President, Kgalema Motlante, stated that “economic productivity is the fruit of long-term investment

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<sup>1</sup> Countries include Australia, Austria, Belgium, Bulgaria, Canada, Cyprus, the Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Italy, Korea, Latvia, Lithuania, Luxembourg, Malta, the Netherlands, Norway, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden and the United Kingdom (OECD; 2004).

in the national education (and training) system. Short of an education (and training) system geared to the particular developmental needs of the country, we will be hard put to break into high-level economic productivity that can extricate us from the intergenerational cycle of poverty”.

Scans of the South African career development services landscape, including the work done by the South African Qualifications Authority (SAQA) in 2008 and 2012, and the Department of Higher Education and Training (DHET) in 2014, identified the following:

- a) large-scale fragmentation of services was apparent;
- b) various government departments were mandated by legislation and/or national strategies to provide career development services;
- c) there was a gap in the provision of career information, guidance and advice at school level;
- d) no structured resourcing model was evident; and
- e) the most glaring weakness was the absence of coordination in the delivery of career development services, accompanied by a dearth of structures, standards, processes and procedures.

In the past, career development was characterised by uneven provision and low-quality information that perpetuated the imbalances of the time. The seminal role played by community organisations, NGOs, trade union movements and faith-based organisations in the informal/organic provision of career development services to people under the yoke of apartheid is acknowledged. In the absence of qualified Career Development Practitioners (CDPs), embryonic career development services emerged. Until now, the provision of career development services was fragmented and displayed numerous gaps and duplications.

In 2009, Cabinet allocated overall responsibility for career development services to the Minister of Higher Education and Training, with the overarching objective “to establish national, comprehensive, integrated, differentiated career development services for the country”.

The Minister instituted a Ministerial Flagship CDS Project to pilot and develop capability and experience in the area of career development services by providing career advisory services; establishing career information services; conducting training and support services; and developing relevant supportive technology systems. The Project ran from 2010 to 2014 (with SAQA as a delivery agent of the DHET), whereafter the DHET assumed responsibility for rendering the national CDS function.

Government is committed to promote, enhance, strengthen and develop people-centred career development services purposefully within existing mandates, regulatory frameworks and budgets.

The positions expressed in this Policy are congruent with the positions that the South African Government has articulated and delineated in its various related strategies; white papers; strategic and operational plans; legislation; and regulations, for example, the National Skills Development Strategy III (NSDS III); the Human Resources Development Strategy for South Africa (HRDSA); and the NDP.

## 5. CURRENT CAREER DEVELOPMENT SERVICES SYSTEM DIRECTIVES AND INITIATIVES

The provision of career development services has been mandated through numerous legislation and policies at national, provincial, local and institutional levels. (A database can be found at [www.dhet.gov.za](http://www.dhet.gov.za).)

Career development is seen as a lifelong endeavour and five government departments can be seen as the key drivers in providing career development services. The DSD drives the “increased acquisition by individuals and families of the knowledge, skills and values required for better living, made available through all educational channels, including the mass media, other forms of modern and traditional communication and social action, with effectiveness measured in terms of behavioural change”. Career development services, and in particular career guidance, are integral to the National Curriculum and Assessment Policy Statement (CAPS) Grades R-12 of the Department of Basic Education (DBE) and the White Paper for Post-school Education and Training of the DHET. It points towards coordination and collaboration to develop a seamless service from pre-school level onwards that will ensure that people are able to make appropriate learning pathway and career decisions. Through the Skills Development Act (No. 97 of 1998) the Department of Labour (DoL) is mandated to register jobseekers and provide career guidance, advice and/or counselling. The Department of Public Service and Administration (DPSA) bears overall responsibility for the development and career pathing of over one million public servants.

Other departments are specifically mandated to provide career development services in their specialised fields of operation.

In 2010, a process of establishing a coordinated vision for career development for all sectors commenced with the signing of a delivery agreement for Outcome 5 of Government’s PoA between the Minister of Higher Education and Training and an array of government ministers. The delivery agreement required the completion of specific outputs related to career development wherein the DHET is accountable to fulfil the leadership role for coordinated CDS for the country.

The ‘*Framework for Cooperation in the provision of Career Development (Information, Advice and Guidance) Services in South Africa*’ (DHET; 2012), provides a basis and starting point for the development of comprehensive career development services in the country. One of its objectives is that Government; professional bodies; NGOs; statutory and non-statutory bodies; private organisations; and education and training institutions should work together to provide collaborative and comprehensive career development services for all citizens of South Africa.

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

The Framework specifically:

- a) serves as the basis and starting point for the development and implementation of a national career development services policy for the country;

- b) emphasises the role of Government in ensuring that all citizens are assured access to comprehensive and integrated career development services to make informed career and learning decisions;
- c) provides suggestions for the strengthening and continuity of leadership regarding career development services in South Africa;
- d) encourages cooperation and collaboration among all spheres of government, as well as with NGOs and the private sector, to ensure transparency and ease of access to career development services that are geared to meet the needs of a diverse range of citizens;
- e) recommends stakeholder roles and responsibilities for different areas and aspects of career development services in the country;
- f) identifies processes that stimulate regular review and systemic planning of career development services;
- g) makes specific recommendations about various aspects concerning the provision of career development services for the country; and
- h) suggests the way forward.

It identifies key areas to provide coordinated and integrated career development services for the citizens of South Africa. These include:

- a) defining and establishing a national career development services service for the country;
- b) developing and implementing an advocacy and communication action plan for integrated CDS;
- c) developing guidelines and protocols for partnerships in CDS;
- d) implementing a CDS research agenda for the country and commissioning initial research on international benchmarking and impact of the services. Continuous benchmarking against international career development services best practice will be pursued in earnest;
- e) developing and implementing a competency framework for the provision of career development services that is specific to the South African context and in line with international standards;
- f) developing an integrated, national web-based CDS information system that includes labour market information;
- g) developing a framework for walk-in centres;
- h) establishing national and provincial CDS fora to assist in coordinating career development services; and
- i) supporting and regularly monitoring CDS activities (outputs and processes).

It is important to note that the achievement of certain CDS-related outcomes in the Minister's Delivery Agreement (2009 – 2014) has already led to the development of several key components of CDS.

Among these are the:

- a) National Career Advice Portal (NCAP);
- b) Khetha Career Website and Mobi-site;
- c) Central CDS Information Hub;
- d) Khetha Radio Programmes broadcasting on national and community radio stations;
- e) Multi-channel Career Advice Helpline;
- f) printed publications;
- g) support to provincial education district offices, institutions and organisations;
- h) support for a network of walk-in centres;
- i) career exhibitions and expos; and
- j) national campaigns, e.g. 'Apply Now!', 'Take 5' and the Mandela Day Career Development Festival.



## 6. RATIONALE FOR THE CAREER DEVELOPMENT SERVICES SYSTEM POLICY

At a macro level it has been established that some of the major socio-economic challenges facing South Africa relate to inequality, high levels of unemployment, over-supply of low or unskilled workers, a shortage of high-skilled workers and large numbers of its population living in rural areas. South Africa is classified as an upper-middle-income developing country in terms of Gross Domestic Product (GDP) per capita. However, according to the United Nations Development Programme (UNDP; 2011), it is ranked as one of the most unequal economies in the world in terms of income distribution (South Africa's Gini-coefficient is 0.57).

The biggest economic challenge in South Africa is unemployment. According to the Quarterly Labour Force Survey (First Quarter 2011) (STATS SA; 2011), the official unemployment rate is about 25%. Even more significant is the fact that about three-quarters (76%) of the unemployed report that they have been unemployed for one year and longer. If the expanded definition of unemployment is applied (this includes workers who have given up hope and who are not looking for jobs anymore), the unemployment rate is about 36%.

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

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

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

It reasons that, while a number of organisations and departments are active in the field, there is a need to develop and operationalise a national policy for career development services that will cover a set of principles and long-term goals and establish the basis for guidelines and direction to coherent planning, cooperation and accountability in meeting national goals related to career development services.

SAQA (SAQA; 2009) avers that the traditional definition of "career" refers to "progression up an ordered hierarchy within an organisation or profession" that unfolds in an orderly way. But the reality is that some people have a

career while most people only have a job, and many do not even have that, and that people change career paths several times during their working lives.

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

Career development is, therefore, not only a private good of value to individuals; it is also a public good of value to society and the country. This is the perspective for career development services provision embraced in this Policy.

## 7. STRATEGIC FOCUS

### 7.1 National Development Plan 2030

The NDP helps to chart a new course for South Africa. It focuses on promoting economic growth and increasing the availability of jobs. The Plan in its entirety is aimed at reducing poverty and inequality. Some of its intentions are to “help match unemployed workers to jobs; increase the number of university graduates and the number of people doing their doctorates; and make the public service a career of choice”. The NDP offers a long-term perspective, defines a desired destination and identifies the role different sectors of society must play in reaching that goal by creating a context and environment that advocates equity in life chances (National Planning Commission; 2012).

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

### 7.2 Government’s Programme of Action

Government’s PoA 2014 – 2019 reflects the outcomes approach adopted, which emphasises improved coordination of government activities across the three spheres of government, common objectives (thereby discouraging working in compartments as experienced in the past), a common approach to service delivery challenges and improvement of the accountability of different role players in the service delivery chain through the efficient and effective use of human and financial resources.

Government priorities, as outlined in Government’s 9-Point Plan, require reducing unemployment, poverty and inequality; contributing to society; and building the economy. They link directly and indirectly with the coordinated approach to provide quality career development services to all citizens, including youth Not in Education, Employment or Training (NEET), rural communities, vulnerable groups and the poor.



## 8. CONCEPTUAL FRAMEWORK FOR THE CAREER DEVELOPMENT SERVICES SYSTEM

All government departments are enjoined by the Constitution to: “Improve the quality of life of all citizens and free the potential of each person.” This entails actively promoting the general economic, social, intellectual, physical and ethical development of citizens.

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

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

Comprehensive career development services attempt to encourage people to plan and make decisions about work and learning and full participation as citizens. CDS, therefore, makes information about the labour market, educational opportunities and societal expectations more accessible by organising it, systematising it, and making it available when and where people need it. It is worth noting that counselling theories have moved from an emphasis on practitioners as experts to seeing them as facilitators of individual choice and holistic development (OECD; 2004).

CDS must, moreover, communicate the complexity of the interface between knowledge, skills, occupational commitment and competence for broad social, political, economic and cultural participation in community life. This expanded notion of competence is premised on an understanding that, to develop career expertise as an aspect of the work process, a worker must also understand context, the underpinning knowledge and the sociocultural and environmental impact of the work.

Citizens must be made aware that their preparation for work does not have to be only about the work and CDPs must accept that the induction of young people into the world of work is widely seen as a collective responsibility. CDS should assist in enhancing the capabilities of citizens for a broader developmental agenda.

## 9. BASIC ASSUMPTIONS

The following basic assumptions provide the overarching perspective within which this CDS Policy is constructed.

### 9.1 Behaviour is Contextual

Behaviour is contextual. It is driven by prevailing interdependent conditions related to the social, political, economic, ethical, legal, personal, community, family and cultural domains. Behaviour trends in each domain

can be identified through an analysis of the aggregated behaviour patterns of individual members. Systemic behaviour patterns (across all the domains) emerge from the confluence of behaviour trends found in the domains. It can be reasoned that the aggregated behaviour of citizens impacts on how a nation's "behaviour trends" are deduced.

## 9.2 Well-structured, Coordinated Plans will lead to Achievement of Goals

Government has embraced a comprehensive approach to planning across all spheres of government. The planning process ensures congruency of strategic thrusts; cohesion among objectives; compliance with legislative and policy frameworks; incorporation of long-term, medium-term and short-term goals; and synergy between the manifesto of the governing party and the array of national government departments, provincial departments, local government components, public entities and State-owned Enterprises (SOEs).

## 9.3 Working Collaboratively drives Achievement

Shared purpose creates momentum, connects activities, establishes principles, governs operations, guides outputs, drives strategies, defines outcomes and binds relationships. Working collaboratively on agreed areas of importance will minimise gaps, avoid duplication, focus efforts and maximise impact.

# 10. VISION OF CAREER DEVELOPMENT SERVICES

The vision of CDS is to ensure that:


All citizens of all ages have access to quality career information and career development services throughout their lives so that they are able to make better and more informed career and life decisions that deliver high levels of employment and help to increase sustainable economic growth in the country and enhance their full participation in the overall development of South Africa.

# 11. MISSION

To realise the vision, it is necessary to make optimum use of the collective resources in the country and to forge partnerships and integrated relationships among all stakeholders in CDS, be they government, non-government or private.

# 12. DEFINING CAREER DEVELOPMENT SERVICES

A raft of varying terminology and concepts engenders uncertainty and confusion and spawns unresolved philosophical, ideological and ethical debates around career development services. It is acknowledged that the language used to describe career development in relation to public policy varies, and is often confusing within and across countries. In many instances concepts and terminology are developed to serve the interest of education and training institutions and other stakeholders, which disregards the fact that career development services are specifically aimed at helping individuals to make informed decisions about their learning and career paths.



A definition of career development services must link with the full spectrum of learning opportunities and avoid undue emphasis on any particular category of learning institutions. In this context the notion of Recognition of Prior Learning (RPL) as a “tool for constructing a career” and articulation to “ensure progression and avoid dead ends” in career paths must be researched systematically.

The term, career development services, describes all the services and activities intended to assist all individuals, of any age and at any point throughout their lives, in making educational, training and occupational decisions and managing their careers.

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

## 13. PRINCIPLES UNDERPINNING THE PROVISION OF CAREER DEVELOPMENT SERVICES

### 13.1 Service Delivery Principles

Emanating from the conceptual framework, the following service delivery (Batho Pele/People First) principles are embraced. Career development services:

- a) are lifelong, for all ages and for all people;
- b) are seamless: all stakeholders will work together to ensure that when people move from one life stage to another, services will be made available as required to support the various permutations of transition between study, work, unemployment, self employment, retirement, informal livelihoods and formal employment;
- c) are made freely available in peoples’ local communities and languages, where possible;
- d) seek a balanced approach between individual, societal, community and labour market needs;
- e) adhere to standards that all stakeholders have agreed on;
- f) seek to redress the imbalances of past discriminatory, ad hoc and fragmented delivery;
- g) respect the dignity, equity and human worth of all people and uphold their best interests at all times;
- h) respect the confidentiality of information provided by people and protect it at all times; and
- i) exude a unique identity that will attract people through its objectivity, comprehensiveness, inclusivity, reliability, professionalism, accessibility, effectiveness and efficiency. A single brand uniting career development services providers across all spheres of government will be developed.

### 13.2 Operational Principles

CDS operations will:

- a) facilitate effective and efficient coordination of career development services provision and delivery;
- b) strengthen and increase the career development services capability of participating government departments across all spheres of government;
- c) empower and support career development services stakeholders through coordinated efforts;

- d) establish career development services fora to address fragmentation and create common platforms;
- e) accommodate new careers and occupations that are yet to emerge in the future;
- f) frame CDS policies and practices to promote sustainability and help to create an enabling economic environment;
- g) forge a clear, systemic link between basic education; post-school education and training; and work-integrated learning;
- h) use CDS information (for example, labour market intelligence, skills data, research findings, and so on) effectively; and
- i) give clarity of responsibility for the provision of career development services to citizens who are at different stages on their career pathways.

## SECTION 2: STRATEGIC INTENT

### 14. POLICY GOALS

Based on the above, the following systemic and individualised goals for the Policy have been identified:

#### 14.1 Systemic Policy Goals

Issues of redress, access, quality and cohesion feature prominently among the systemic policy goals. These include:

- a) meeting the career development needs of all young people, adults and vulnerable groups, especially those impeded by past discriminatory practices, poverty, unemployment, inequality and lack of opportunities;
- b) widening access to career development services; improving career development information and systems; resourcing career development services; and building capability to deliver career development services. It includes the continuous provision and development of strategic leadership linked to effective monitoring and evaluation (structured in line with the Department of Planning, Monitoring and Evaluation [DPME] approach);
- c) ensuring a career development services system of high-quality career development services provision to all;
- d) harmonising related legislation, policies and regulations; effective coordination; and purposeful cooperation and collaboration; and
- e) pursuing the goals of the “*Transforming our World: The 2030 Agenda for Sustainable Development*” (United Nations; 2015), especially those related to inclusive growth for dignified livelihoods and adequate standards of living, and appropriate education and skills for productive participation in society.

#### 14.2 Individualised Policy Goals

This Policy will create an advantageous environment that will assist citizens in:

- a) building personal foundational career management skills;
- b) developing intentional career plans;
- c) accessing information on learning and career paths that link for articulation purposes;
- d) coping with and adjusting to changes in personal and labour market conditions;
- e) identifying learning and work opportunities by making informed career and learning decisions; and
- f) knowing where and how to access a variety of career development services throughout their lives.

### 15. STRATEGIC POLICY THEMES

The Policy is built on the following strategic policy themes:

- a) career development services across the lifespan of an individual;
- b) improved access to career development services;
- c) a single, coherent and coordinated career development services system;
- d) an enabling environment for career development services to take place, including the development of a CDS Policy Implementation Framework that will inform the compilation of CDS Implementation Plans by stakeholders; and
- e) coordination and leadership in the CDS System.

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

Career development services have to be provided to all citizens from “cradle-to-grave”.

The following areas are addressed:

### 15.1.1 Improving Career Development Services for Young People

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

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


In the school sector, career development services must be a more focussed part of programmes from early childhood development right through to the end of the schooling phase. Career development is critical in certain phases of the schooling trajectory, namely:

- a) in foundation and intermediate phases to make learners aware of occupations and to instil the aspiration to pursue a career;
- b) in the senior phase (especially in Grade 9) to facilitate informed learning pathway and subject choices; and
- c) in the Further Education and Training (FET) band/phase to facilitate sound career planning, decisions based on informed choices about post-school education and training opportunities; and timely application for admission to relevant programmes.

In the Post-School Education and Training (PSET) sector there is generally a lack of career development services provision for students studying in the system, as well as for work seekers, working youth and NEET youth. The range of career development services offered in this sector must be broadened beyond the ambit of the DHET to other departments; different spheres of government; the public and private sectors; and civil society. Policy levers have to be developed to ensure that a comprehensive, broader range of services is provided.

### 15.1.2 Improving Career Development Services for Adults

The heterogeneous nature of the adult population presents a range of challenges and opportunities for career development services. There are limited career development services available for unemployed and employed adults. Employers and trade unions have provided limited services to their employees, even though they recognise the need for workforce development to improve competitiveness and equity in principle. Despite these challenges, novel



permutations of partnerships among employer organisations; education and training institutions; public employment services; and other relevant organisations can lead to workplace career development services provision.

Career development services should be an integral part of in-service and adult learning programmes and should be seen as the key in preventing unemployment, particularly long-term unemployment.

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

### 15.1.3 Providing Career Development Services to an Ageing Population

Ageing populations and pension-funding problems necessitate CDS to address both later retirement ages and more flexible transitions to retirement. However, minimal use of career development services to support an ageing population is evident. Employers and worker representatives should be encouraged to promote career development services among this group so that the latter can take initiatives accordingly.

### 15.1.4 Improving Career Development Services for Parents/Guardians and Caregivers

The important role of parents/guardians and caregivers in CDS cannot be over-emphasised. Most parents/guardians and caregivers play a pivotal role in the career choices for their children or the children in their care. Initiatives targeting parents/guardians and caregivers will be developed and implemented to give them the tools and information to guide their children or the children in their care to make informed career choices during their lives.

### 15.1.5 Improving Career Development Services for Vulnerable Groups

If all citizens are to have access to career development services, there is a need to target at-risk groups. Identifying and actively involving vulnerable groups in designing, planning, implementing and monitoring CDS policies and services, will greatly enhance the development of services that are relevant to their needs and respect the slogan, “Nothing for us --- without us”.

Many students are at risk of exiting education and training systems at transitional risk points, for example, between primary school and high school and between the school system and the post-school education and training system. The reasons are wide-ranging, encompassing social, economic, personal, family, relationships, academic failure, peer pressure and disability factors, among other things. The identification of at-risk/vulnerable groups should be a focussed and structured CDS intervention.

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

## 15.2 Improved Access to Career Development Services

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

Government will coordinate improving access to quality and relevant career information and services through multi-pronged approaches and a diverse use of technology, and will specifically ensure that quality career development services are taken to rural and underserved areas.

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

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

The CDS System will be characterised by multi-channel career development services delivery in all spheres of government, and will operate in public, private and civil society. Government will identify, develop and support different channels for career development services delivery in the country.

The channels will demonstrate the seamless integration of technology-enabled services; walk-in centres, exhibitions, festivals and other gatherings.

#### **Technology-enabled/supported services (e.g. websites, SMSes, e-mails, telephones, social networks)**

The CDS System will develop and extend technology-enabled/supported services and bring together key partners and stakeholders. It will consolidate career information and tools, enabling trusted information to become more accessible to young people, parents/guardians, caregivers and adults seeking support in their career development activities and plans.

The NCAP will be developed and maintained specifically as a national, integrated resource for career development for individuals and for practitioners. It will integrate appropriate systems such as the Employment Services South Africa (ESSA) database of the DoL; the Learner Unit Record Information and Tracking System (LURITS) of the DBE; the Central Applications System (CAS); the National Learners' Records Database (NLRD) of the National Qualifications Framework (NQF) hosted by SAQA; and the National Identity System (NIS) of the Department of Home Affairs (DHA) to provide seamless, integrated career development services to individuals and practitioners.

To remain relevant to the target audience, CDS has to utilise different platforms and technologies. All these platforms and technologies, including the NCAP; websites; SMS, e-mail and telephone services; social networks, and so on, must be integrated seamlessly.

Where possible, sharing of platforms by different stakeholders will optimise their use and result in more effective use of technology.

In local communities, an increased use of kiosks, such as those at DoL centres, in shopping malls, at community centres and at multi-purpose centres will benefit the distribution of career information. Access to career information and services has to be promoted.



## **Engagement for individuals and groups via a national network of walk-in centres**

Career development services will be provided as face-to-face career information, advice, counselling and guidance services at a wide variety of locations in local communities and at schools, institutions and organisations. It will work in partnership with local institutions, organisations, libraries, community centres and local communities to help people get the information, guidance and advice they need.

## **Engagement for individuals and groups through exhibitions, festivals and other gatherings**

Career exhibitions, festivals and identified community events where face-to-face engagements will be brought to local communities in both urban and rural areas will be used to disseminate career development information and to advocate and communicate career development services. These events will be consulted and shared widely through a dynamic electronic national calendar of CDS events.

Departments, provinces, local government, SOEs and Sector Education and Training Authorities (SETAs) will work together to develop strategies to maximise the impact of these events and to spread the events across the country.

### **15.3.2 Shared Technology-Enhanced Solutions for Career Development Services**

To host multi-channel career development services as described above, Government will invest in the development of an integrated network of technology-enhanced solutions and systems that will be used by a range of stakeholders and will be accessible across the country. This will, among other things, include a cloud-based call-centre technology solution, the NCAP, the development of a centralised CDS Information Hub and a Case Database made accessible not only to CDS and registered CDPs, but also through the network of walk-in centres across the country.

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

Significant differences occur in the quality and types of career development services provided to citizens as a result of significant variations in the appointment, utilisation and training of CDPs.

The '*Competency Framework for Career Development Practitioners*' was published on 1 July 2016 (Government Gazette No. 40115) and provides guidelines on the minimum competencies that a CDP has to possess to offer career development services in South Africa. The Competency Framework was widely consulted, including with the Health Professions Council of South Africa (HPCSA), and it states that only CDPs at the Specialist Level will conduct specialist services such as standardised psychometric tests in line with the regulations set by the HPCSA.

The professionalisation of CDPs, including arriving at a shared definition of professionalisation; compliance with approved competency frameworks; and harmonisation and alignment with applicable ethical, regulatory and legislative prescripts, will be addressed.

Government will ensure the implementation of the Competency Framework; the development of relevant qualifications, programmes and courses for CDPs; and the professionalisation of the profession. The DHET will, furthermore, work with higher education and training institutions and CDPs in developing strategies to implement the Competency Framework.

Government must be visibly active in defining the content and process of initial training for career development services practitioners, and in relating these to the goals for public education, training and employment policies. This will ensure that trainers and practitioner associations develop training programmes congruent with public policy objectives.

The first qualification developed and registered for CDPs (SAQA ID: 96372; Occupational Certificate: Career Development Information Officer) is an Entry Level Qualification (NQF level 5) on the Competency Framework and does not require registration with the HPCSA.

Content and processes of initial training for CDPs will be defined in synergy with the '*Revised Minimum Requirements for Teacher Education Qualification (2014)*', specifically for Life Orientation teachers. Training content will be aligned to the outcomes sought for public policy goals for education, training and employment. Particular attention will be focussed on ensuring that CDPs are cognisant of the ethical parameters within which their scope of practice resides.


Qualifications in related fields (for example, psychology or pedagogy) that are regarded as sufficient for career development services practitioners (even though such qualifications pay little or no attention to career development services competencies) must be addressed.

In the Schooling Sector, career development services are embedded in the Life Skills (Grades 4 to 6) and Life Orientation (Grades 7 to 12) subjects. Specialist teachers of these subjects could be expected to meet the competency requirements of an entry-level CDP. The '*Revised Minimum Requirements for Teacher Education Qualification (2014)*' enables specialisation in "Guidance, Counselling and Specialised Learning Support" and teachers who hold this specialisation could be expected to meet the competency requirements of advanced-level CDP.

There is huge variation in the duration of initial training programmes, which range from three weeks to five years. Much of the very brief training provided is inadequate to develop the knowledge and skills needed for the job. On the other hand, much of the longer training that is available develops skills to provide in-depth career intervention and psychological counselling, which is required by only a minority of users.

The Competency Framework should assist in establishing graded and integrated learning pathways that would enable career development services practitioners to progress from non-expert to expert status. It is crucial to build clear objectives and outcomes for career development services programmes within overall education, training and employment policies; to use these to guide the development and monitoring of training programmes for career development services practitioners; and to create national training and qualifications pathways to enable them to progress from non-expert to expert roles.

The DHET will advocate for the Competency Framework to be applied extensively in any CDP training.



Coordinating structures, specifically the National Career Development Forum (NCDF), must advocate the development of targeted training for those who work with career development services practitioners such as teachers, youth workers, community volunteers and social workers, and use distance learning and Information and Communication Technologies (ICT) to make training more accessible.

Cyclical national reviews of training for career development services practitioners must be scheduled and variations in the quality and types of career development services must be minimised. National data to enable proper human resources planning for career development services practitioners and investment in training must be gathered, analysed and utilised cogently.

Government should also facilitate studies of projections of supply and demand for CDPs.

#### 15.3.4 Coherent and Shared Quality Career Development Information

Relevant career information, which is updated regularly, is a major requirement for the provision of effective career development services. Career development information provided to citizens must be relevant, consistent, complete, reliable/valid, easily available, accurate and of high quality.

Coordination and collaboration among different government departments and different spheres of government in providing and sharing career development information are essential. Such sharing will eradicate incorrect information, costly overlaps, fragmentation and lack of transparency and comprehensiveness.

A Career Development Information System will be developed that will allow data analytics that are able to draw from interlinked databases and produce composite information and reports. It will also facilitate the integration of information on the content of jobs, information on education and training options and pathways, and information on labour market intelligence.

Special efforts will be made to integrate career development information with self-assessment tools, career-planning tools and job-search tools.

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

The importance of information and advice grows as alternatives and choices within education systems increase, and as the educational choices and labour market consequences that people face become more complex.

Government will:

- a) lead, monitor, support and evaluate the establishment, maintenance and sustainability of a Career Development Information System with relevant staff;

- b) ensure sharing of information among mandated CDS stakeholders;
- c) ensure that there is no unnecessary duplication of information;
- d) ensure that all data related to career development is accurate, complete, relevant, valid and easily accessible to users via agreed-on information standards and user and participant protocols;
- e) ensure that the System is flexible enough to cater for generic and sector-specific career development data; and
- f) identify and engage with the range of specialist expertise needed to make the System functional and dependable.

## 15.4 An Enabling Environment for Career Development Services

An enabling environment that benefits the provision of career development services will be created by:

- a) emphasising the role of Government in ensuring that all citizens are assured of access to comprehensive and integrated career development services to make informed career and learning decisions;
- b) providing direction for the strengthening and continuity of leadership regarding CDS in South Africa;
- c) coordinating cooperation and collaboration across all spheres of government, as well as with NGOs and relevant civil society formations, to ensure transparency and ease of access to career development services that are geared to meet the needs of a diverse range of citizens;
- d) clarifying stakeholder roles and responsibilities for different areas and aspects of career development services in the country;
- e) developing norms, standards and guidelines to support career development services across all spheres of government;
- f) identifying processes that stimulate regular review and systemic planning of career development services; and
- g) ensuring the support, maintenance and sustainability of best practice currently evident among the myriad of CDPs.

To develop a single, coherent and coordinated career development services system for the country will take concerted efforts from all stakeholders, including all spheres of government; public and private institutions; organisations; industry; communities; and civil society.

The '*Framework for Cooperation in the provision of Career Development (Information, Advice and Guidance) Services in South Africa*' (DHET; 2012), provides the foundation for collaboration and coordination in CDS and identifies the roles and responsibilities of some career development stakeholders.

Government will expand the Framework and develop a dynamic mandated CDS Policy Implementation Framework that will inform the compilation of individual CDS plans and implementation by stakeholders. This Framework will also address gaps and duplication in the CDS System. It will include legislation and regulations; policy instruments and mechanisms; research; and quality frameworks.

### 15.4.1 Legislation and Regulations

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

## 15.4.2 Policy Instruments/Mechanisms

The following policy instruments/mechanisms will be developed and utilised on a fit-for-purpose basis:

### i) Surveys

Two levels of surveys will benefit the provision of quality career development services to all citizens. The first will comprise regular surveys of CDS offerings and services across all spheres of government to determine gaps and duplication in the system. A second level will comprise regular surveys of the educational and labour market destinations of school leavers to ensure that schools are provided not only with aggregate national outcomes, but also with the outcomes for their own students.

The DHET will liaise with Statistics South Africa (STATS SA) and other research organisations for possible insertion of questions on career development services into national and/or regional surveys. The DHET will also explore the viability of market surveys to shed light on people's career development services needs and the extent to which these needs are being met.

### ii) Standards and Guidelines

The DHET, in collaboration with other government departments and different spheres of government, will develop adequate measures to guide the implementation of career development services in the country. Because a number of government departments; provincial and local governments; communities; institutions; and entities are actively providing career development services, there is a need to reach agreement. This includes a set of principles and long-term goals that will establish the basis for guidelines and direction to coherent planning, cooperation and accountability in meeting national goals related to career development services in a manner that will add value to existing best practice.

The DHET will lead the process of establishing standards and developing guidelines for, among other things:

- a) physical spaces and resources needed to ensure effective CDS programmes at walk-in centres;
- b) career information – to coordinate CDS information across different government agencies and to assist those that are experiencing skill shortages in producing useful and objective CDS information;
- c) materials and resources;
- d) CDS information systems (interoperability, integration and linkages with government CDS sites via authorised and controlled access);
- e) integrated local labour market data systems; and
- f) processes/systems for the training of CDPs.

### iii) Protocols/Memoranda of Understanding

Section 35 of the Intergovernmental Relations Framework Act (No. 13 of 2005) introduces an implementation protocol as a mechanism to facilitate the implementation of a policy, the exercise of a statutory power, the performance of a statutory function, or the provision of a service that is dependent on the participation of organs of state in different governments. Section 35 also indicates that those organs of state must coordinate their

actions in such a manner as may be appropriate or required in the circumstances, and may do so by entering into an implementation protocol. It goes on to list the conditions under which an implementation protocol must be considered and also lists the provisions that an implementation protocol must comply with.

The DHET, in line with its responsibility to coordinate career development services, will initiate the development and signing of implementation protocols with relevant departments, institutions, entities and agencies across the spheres of government, as well as memoranda of understanding/agreements with the private sector and civil society.

Lessons learnt from the provisions for “protocols” detailed in the Intergovernmental Relations Framework Act (No. 13 of 2005), should form the basis of formal CDS cooperative/collaborative relations among relevant departments, agencies and entities across the national, provincial and local spheres of government.

Because the span of CDS is wider than the Intergovernmental Relations Framework, memoranda of understanding with accompanying work plans will be signed with relevant agencies, organisations and institutions to support the integrated and collaborated approach outlined in this Policy. Implementation of these will be monitored and a reporting regime will be agreed on.

#### 15.4.3 Research

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


Government will develop a research agenda for CDS that will set out focal areas to guide research activities that will inform improvements in the provision of career development information and services. It will act as a guide to practitioners, researchers and government departments working in this space. It will identify areas of research that will add value to the implementation of career development services and contribute to the existing knowledge base in the area. It will promote or engage with existing research facilities that focus specifically on CDS issues to strengthen the evidence base required to inform policy development and practice.

The priority areas identified in the research agenda should be used to guide research on career development and related services undertaken by academics, stakeholders and independent research institutions and organisations. The research should provide information on duplication and gaps in career development provision, generate evidence on what is working well and should be sustained, and what is not working well and should be reviewed.

The research agenda will also help to optimise the use of research resources by avoiding unnecessary duplication in terms of the same areas being researched repetitively.

#### 15.4.4 Quality Frameworks

In the absence of quality frameworks for CDS, there tends to be an over-reliance on staff qualifications or professional codes of practice to assure quality. These could cover only some forms of career development services provision, while leaving other forms of career development without quality assurance.



Evaluation mechanisms, quality frameworks and systems for CDS will be developed, including quality frameworks for the development of career information and materials. The DHET will coordinate an investigation into the evaluation mechanisms and quality frameworks for CDS, including those for career information and materials being used in other countries. It will also initiate cross-sectoral discussions on evaluation processes and quality frameworks with relevant stakeholders, and develop strategies with them to improve evaluation procedures. The DHET will furthermore identify how different sectors can support one another in developing such strategies and how they can learn from one another's experiences and adopt common approaches when appropriate.

The DHET will lead the development of quality frameworks to cover various aspects of CDS. Through engagement and structured consultation it will determine both mandatory and voluntary frameworks that operate as guidelines only. The development and adoption of mandatory CDS quality frameworks will be prioritised to ensure that systemic policy goals and standards are attained.

## 15.5 Coordination and Leadership in the Career Development Services System

The DHET is, *inter alia*, responsible for Technical and Vocational Education and Training (TVET) and Community Education and Training (CET) colleges, universities and SETAs. It is well-positioned at the intersection of the School Education System, the labour market, industry and civil society to involve all key stakeholders in the coordination of CDS in South Africa.

The Minister of Higher Education and Training will provide leadership in CDS, based on the mandate given by the President in 2010 and Cabinet in February 2014.

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

Mechanisms will be developed to ensure coordination by assigning specific roles and responsibilities to stakeholders to achieve a coordinated, integrated, national approach in providing effective, wide-reaching and efficient career development services.

All government departments, institutions and organisations will have the option of procuring expertise to assist in the optimal provision of career development services (across all delivery channels) as needed.

## 16. EVIDENCE BASE FOR POLICY MAKING AND IMPLEMENTATION

The current evidence base for policy making with regard to career development services provision is very weak. There is a paucity of data to provide an overall picture of career development services provision and its effectiveness in meeting public policy objectives, and to inform decision making. Few government departments, organisations and entities have dedicated budget lines for career development services and are able to state precisely how much and how public money is being spent on career development services.

Collaboration among stakeholders in all spheres of government will identify relevant and useful data types/ indicators, procedures for evaluating inputs, processes, outputs and outcomes, and provide consistent and reliable data for CDS monitoring and evaluation.



## 16.1 Systematic Evaluation

As is the case in many countries, there is in South Africa a lack of regular or systematic evaluation of the quality of career development services provision. Service standards/indicators for the provision of career development services do not exist. Quality frameworks, where they exist, tend to be voluntary rather than mandatory and operate as guidelines only. CDS stakeholders have a key role to play in the design and evaluation of services.

Government will ensure that regular and systematic evaluation of CDS takes place and that such evaluation informs decision making at all levels of the CDS System.

## 16.2 Monitoring and Evaluation

The monitoring and evaluation system established by the DPME will form the basis for monitoring and evaluating the CDS System.

An expertise-based technical task team will be established that will include members with the following relevant knowledge and experience:

- a) academic dimensions of career development service provision;
- b) management;
- c) ICT and operational processes and systems;
- d) project management; and
- e) monitoring and evaluation.

The task team will provide recommendations for the provision of an overarching monitoring and evaluation function that will:

- a) track contractual compliance;
- b) conduct periodic reviews of services rendered; and
- c) develop a battery of customised monitoring and evaluation instruments and processes for the CDS System.



## SECTION 3: IMPLEMENTATION

### 17. IMPLEMENTATION CHALLENGES

The CDS System has to manage challenges characterised by:

- a) **fragmentation of career development services provision** exacerbated by diffusion of mandates; unpredictable resource allocation and demand exceeding supply leading to dead ends; duplication and wastage of resources; and underutilisation of existing resources;
- b) citizens making uninformed career decisions because of a **lack of quality career information and a lack of access to services** that hinder their potential to contribute positively to the economy and to nation building;
- c) institutions and communities that are yet to embrace **career planning as a fundamental life skill** based on lifelong learning and lifelong career construction that will help individuals to build their paths to sustainable livelihoods and enable full participation in the economic, social and civic life of the country;
- d) **fragmentation of pivotal information systems** needed for effective and efficient career development services; and
- e) absence of a viable, predictable **resourcing strategy**.

#### 17.1 Individualised Challenges

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

- a) move from an approach that emphasises assistance with immediate occupational and educational decisions to a broader approach that also develops the ability of **citizens to manage their own careers** and develop career-planning and employability skills; and that actively promotes their full participation in the general economic, social, intellectual and ethical development of the communities in which they live;
- b) find cost-effective ways to expand citizens' **access to free career development services** throughout their lives;
- c) provide a seamless **one-stop-shop service** to all citizens;
- d) provide **quality, relevant and reliable** information, advice and guidance to all citizens; and
- e) use appropriate channels and technology to provide both urban and rural communities with access to career development services.

#### 17.2 Systemic Challenges

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

- a) limited access, particularly for adults. In addition, services often focus on immediate decisions and fail to develop career management skills and broader utilisation of careers for the public good;
- b) frequently inappropriate training for those who provide services that fail to reflect the full range of client needs or to take account of modern, more flexible delivery methods such as ICT;
- c) poorly coordinated services among different ministries and among governments and other stakeholders; and

- d) an evidence base that is too weak to provide policy makers with useful data on outcomes, costs and benefits. These gaps stand in the way of government attempts to implement lifelong learning, active employability and social equity policies.

In South Africa, several government departments, institutions and organisations have historically been mandated to provide career development services. For example, the '*White Paper for the Post-School Education and Training System: Building an Expanded, Effective and Integrated Post-School System*' (DHET; 2013), presents the following challenges:

- a) ensuring that “all young people in the latter years of schooling (and those in their early years of post-school education) receive appropriate and adequate CDS and advice”;
- b) making career counselling “an integral component of the PSET system”; improving career development services at college level to ensure that students are able to make appropriate learning pathway and career decisions; and complementing career development services both at school level and where they are offered through the CDS initiatives of the DHET and other bodies;
- c) ensuring that, as CET colleges develop, they establish learner support services focusing on areas such as career and programme advice; counselling and guidance; orientation; extra-curricular activities; financial aid; labour market information; community information; links with placement agencies; and collaboration with the National Youth Development Agency (NYDA) and other relevant agencies to ensure the establishment of Youth Advisory Centres and contact points at community colleges;
- d) ameliorating the situation at universities where many types of support programmes, such as mentoring, counselling and career development are not evenly distributed across the university system and are often lacking in poorer institutions where students need them most; and
- e) developing a communication strategy to build an understanding of the importance of foundational learning for planned careers.

## 18. IMPLEMENTATION STRATEGIES

Government will develop a detailed CDS Policy Implementation Framework.

In implementing the Policy, the following implementation strategies will be considered and included in the CDS Policy Implementation Framework:

### 18.1 Coordination and Strategic Leadership

This Policy develops policy structures to ensure that Government provides services that are connected to one another through such means as interdepartmental committees, integrated ICT systems, national CDS forums and the DHET, which has the remit for coordination and leadership of the whole CDS System.

Structures as described below will:

- a) bring together different government portfolios with a responsibility for career development services provision;
- b) drive the development of common government operational policy objectives for CDS; and

- c) work towards greater coherence, more efficiency and sharing of responsibilities in career development services provision.

### 18.1.1 Structures to ensure/support Career Development Services Implementation

The following structures will be developed and/or made operational to support the successful implementation of CDS policy.

#### i) National Career Development Forum

The DHET will lead the continuous development and functioning of the NCDF to ensure on-going coordination, development and sustainability in the CDS System. The NCDF will comprise two inter-related “chambers” working in synergy. One, the Career Development Government Forum (CDGF), will be constituted by representatives of Government and cover all spheres of government, while the other, the National Consultative Forum, will be constituted by representatives of stakeholders inside and outside Government (civil society, the business sector, trade unions, and so on).

The main aim of the NCDF will be to bring all key stakeholders together in an institutional structure to ensure that coordination and collaboration in CDS are sustained and further enhanced for the good of all citizens. International practices have shown that the establishment of an NCDF is an efficient mechanism for cooperation and collaboration, and Government accepts this as a viable forum to:

- a) enhance the involvement of government departments (across all spheres of government), agencies and entities in CDS;
- b) constitute its membership in an inclusive manner;
- c) facilitate bridges across education, training and employment sectors;
- d) promote engagement with the school sector to facilitate access of school-based learners to career development services that meet their needs;
- e) encourage Local Government (municipalities) to help NEET youth to re-engage with education and training, and to provide assistance to young people to get and keep jobs and to seek and create entrepreneurial opportunities;
- f) promote services and products to help people make career decisions, including partnerships among government, business, labour, community, NGOs and faith-based organisations;
- g) encourage participation of organisations that play a pivotal role in career development, especially in remote areas;
- h) link lifelong learning, employment and social inclusion strategies;
- i) articulate and advocate the role of lifelong career development as a public good;
- j) assist in identifying strategic leader(s) and other critical stakeholders;
- k) broker agreement on definitions and terminology;
- l) assist in identifying goals, roles, responsibilities and tasks; and avoiding role confusion/conflict;
- m) help to define relationships within and across Government and related organisations; and
- n) assist in establishing an efficient, effective and strategic secretariat.

The NCDF will specifically serve as an advisory platform for CDS operational strategies and tactics, CDP development and resourcing approaches.

The NCDF will establish sub-structures on a needs basis.

A SETA Career Development Forum and an SOE Career Development Forum will be established specifically to serve as consultative structures to promote CDS. These fora will be strategic entities that will interface with all sectors of the economy and will be mandated to facilitate training across the various occupations. They will be at the nexus of partnerships with the business community and key structures in strategies addressing unemployment, poverty and inequality. These structures will be represented in and report to the NCDF.

## ii) National Career Development System Coordinating Structure

The DHET will establish a National Career Development System Coordinating Structure to coordinate and manage operations of, and provide shared services to the CDS System.


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

- a) harmonising the provision of career development services across the three spheres of government;
- b) coordinating disparate and discrete mandates to ensure cohesion in the provision of career development services;
- c) developing a shared information centre to ensure that authoritative career information is accurate, available, appropriate and valid;
- d) developing, where appropriate, shared career development services systems to harmonise services;
- e) advocating that mandated CDS functions are exercised in a way that is transparent, accountable, proportionate and consistent;
- f) monitoring and evaluating the operations of the CDS System; and
- g) setting up and managing specialist technical task teams, as needed.

It is envisaged that current CDS, which is functioning as a project within the DHET, will be converted into the National Career Development System Coordinating Structure. Such a structure will provide the mechanism to engage directly with various other departments and stakeholders, and ensure collaboration in the provisioning of certain services and platforms through appropriate delegation of authority. This Structure will be established in a manner to procure the necessary services and employ staff necessary for efficient delivery. The Interdepartmental Career Development Committee will exercise oversight of the National Career Development System Coordinating Structure.

## iii) Interdepartmental Career Development Committee

Certain national departments have greater involvement in, influence over, and responsibilities and accountability for career development services than others. At present, these departments are the DHET, DBE, DoL, DPSA and DSD. A small and pro-active committee made up of representatives from the above departments will be formed to



facilitate effective and efficient coordination of CDS, exercise oversight of the CDS System, and ensure that it delivers value for money and meets the needs of young people, adults, employers and the broad society.

It will, furthermore, oversee monitoring and evaluation processes, guide strategic thinking and manage engagement with specific stakeholders. It will also make recommendations to Cabinet on the revision of the CDS Policy.

The leader of each departmental delegation to the Committee must be a member of its Senior Management Services (SMS) who will be the permanent representative. Additional members from departments will reflect the expertise required for effective participation in meeting agendas. The Committee will develop its own meeting schedule and standard operating procedures. On recommendation of the NCDF, more departments may be included in this Committee.

The DHET will provide the secretariat for the Committee.

#### iv) Professional Body for Career Development Practitioners

A Professional Body for CDPs is needed to promote, support and drive the professionalisation of CDPs.

Government will support the establishment, development and registration of a non-statutory Professional Body for CDPs in cooperation with SAQA, which is responsible for the registration of professional bodies. The Professional Body will guide and standardise career development professions in the country in aspects pertaining to registration; education and training; professional conduct; and ethical behaviour to ensure continued professional development and foster compliance with set standards. The Professional Body will represent a recognised community of expert practitioners.

## 18.2 Collaboration

A significant number of career development activities take place at national, provincial, district and municipal levels, and these will be leveraged via systemic and formalised agreements to ensure that CDS services and data are shared by national, provincial and local governments to improve, harmonise and coordinate existing career services and strategies.

## 18.3 Improving Career Information

An integrated Career Development Information Strategy will be developed to ensure the provision of relevant, consistent, complete, reliable/valid, easily available, accurate and high-quality career development information to all citizens.

It is, furthermore, acknowledged that the development of an integrated and centralised CDS information system will benefit the country. However, it will take time to establish such a system. For the interim, it is recognised that a number of national databases are available that can be linked and collated to form a broader picture of career opportunities.

The National Career Development System Coordinating Structure will lead the development of an integrated Career Development Information System that will link different information sources and be accessible to all citizens free of charge through appropriate channels.

#### 18.4 Assessing the Effectiveness of Career Development Services

The task of establishing a reliable evidence base is particularly challenging in the CDS field where process and outcomes are neither readily visible nor easily measured, and where causality is difficult to determine. Even where an evidence base is being built up, the link between such data and the policy-making process is often tenuous. Therefore, the importance of systematic evaluation cannot be over-emphasised.

The various CDS structures established by this Policy will continuously identify both the range of evidence for different dimensions of career development services provision and the purpose, use and usefulness of such data. In addition, they will identify gaps in the evidence needed to measure the impact of investment in CDS and consider which other types of data are required. These structures should also consult and collaborate with relevant stakeholders (users, administrators, practitioners) to identify which types of data, and what procedures for data collection will be needed to improve analysis of the impact of CDS on the achievement of public policy goals. Examples might include indicators on users, services provided, staff time-use, costs and outcomes. They should also organise collaboration with selected other countries to develop common indicators, benchmarks and approaches to data collection and methods for cost-benefit studies.

### 19. FUNDING CAREER DEVELOPMENT SERVICES

The Policy is premised on a commitment to be non-disruptive of existing efficient and effective career development practices and budgets that are congruent with constitutional values and government priorities. Through the specific mandates of each department, entity and agency, CDS is at present funded through existing allocations. This arrangement will continue. If further funding is required, it will have to be identified within current budgets and through the National Treasury bidding process.

Funding strategies include: existing direct funding allocations from departmental budgets to ensure implementation of current mandates; budget support grants from National Treasury to provincial and/or local government; allocation from the National Skills Fund (NSF); subcontracting of selected services; co-funding of activities; market-based provision; and donor funds. The challenge is to find the most appropriate mix of mechanisms that will work in particular contexts. It is postulated that a “hybrid” resourcing model will emerge through an incremental distillation of “best practice”. Cyclical comparative studies of international CDS funding models will provide continuous support for funding strategies.

Government will explore possibilities where funding to the spheres of government or to institutions takes the form of block grants enabling strategies that will require, or allow, the relevant spheres of government to earmark funds for CDS.



## 20. CONCLUSION

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

CDS has already started to move from helping students decide on a job or a course to the broader development of career management skills. This shift will be enhanced and expanded over the next years. Through the implementation of this Policy, CDS will make a more effective contribution to the achievement of lifelong learning and active labour market policy goals.

A key issue remains addressing the improvement of the ways in which services are planned and coordinated between government and non-government services; among education, labour and other portfolios within Government; and among the various education sectors.

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