Framework¹ for Cooperation in the provision of Career Development (Information, Advice and Guidance) Services in South Africa

October 2012

Notes

- 1.1 This framework is one of the outputs of Government's Delivery Agreement Outcome 5, A skilled and capable workforce to support an inclusive growth path².
- 1.2 The framework was developed in consultation with officials representing the Department of Basic Education (DBE), Department of Labour (DoL), Department of Public Service and Administration (DPSA), Department of Correctional Services (DCS), The National Youth Development Agency (NYDA), Department of Performance Monitoring and Evaluation (DPME), Sector Education and Training Authorities (SETAs), National Artisan Moderating Body (NAMB) Higher Education South Africa (HESA), the South African College Principals Association (SACPO), South African Careers Development Association (SACDA) and the South African Graduates Development Association (SAGDA).
- 1.3 While this framework uses the term **must** when referring to responsibilities, these and any recommendations made in the framework are only **proposals**. Any policy implications emerging from this framework will be consulted publically as well as with the relevant government departments, public entities and organisations.
- 1.4 The Department of Higher Education and Training (DHET) is in the process of implementing the actions as stated in paragraph 15, page 31 "Summary of actions and way forward".

¹ This framework is a conceptual structure for mapping the implementation of Career Development Services in South Africa.

² http://www.poa.gov.za/Documents/Outcome%20Delivery%20Agreements/Outcome%205%20Skills.pdf

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ABBREVIATIONS AND ACRONYMS	
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1 INTRODUCTION

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 the exclusive or predominant responsibility for the management and/or provision of career- and labour market-related information, career guidance, development and counselling services.

While a number of organisations and departments are active in the field, there is a need to develop and operationalise a career development policy framework that will cover a set of principles and long-term goals that will form the basis of and provide guidelines and direction to coherent planning, cooperation and accountability in meeting national goals that relate to the topic.

This document provides a framework for cooperation in providing career information, advice and guidance services in South Africa. This is not a prescriptive framework, but rather an attempt to provide a vision for the future delivery of career development services that are sustainable and meet the needs of a wide range of users from the youth, to adults in work, including those who are out of work or facing career changes due to choice or redundancy. It describes the respective roles and responsibilities of role players in helping citizens to develop lifelong career management skills. While the framework is likely to be of interest to a wide range of stakeholders, it is primarily aimed at government organisations, institutions and departments that are responsible for the planning, management and delivery of national career advice and development services.

At the Cabinet Lekgotla of the South African government held from 20 to 22 January 2010³, government agreed on 12 outcomes that *inter alia* refer to issues of education, skills, health, safety and security, human settlements, and the environment. Each of the 12 outcomes has delivery agreements, which in many cases involve all spheres of government and partners outside of government. Outcome 5 refers directly to skills for the country and requires the development of "*A skilled and capable workforce to support an inclusive growth path*". The responsibility for Outcome 5 was given to the Minister of Higher Education and Training and one of the outputs for this outcome is the development and implementation of *A standardised framework for cooperation on the provision of career guidance and information services in the country*. The Minister of Higher Education and Training has requested the South African

³<u>http://www.poa.gov.za/Documents/Outcome%20Delivery%20Agreements/Outcome%205%20Skills.pdf</u> and <u>http://www.thepresidency.gov.za/dpme/docs/guideline.pdf</u>

Qualifications Authority (SAQA) to assist the Department of Higher Education and Training (DHET) in driving this output for the country. It is for this reason that the DHET, together with SAQA, are taking the lead in developing the framework for the coordination of career advice services for the country.

The following organisations and government departments have been key partners with the DHET and SAQA in developing the framework:

- Department of Basic Education (DBE) and all Provincial Education Departments
- Department of Labour (DoL)
- Department of Public Service and Administration (DPSA)
- Department of Correctional Services (DCS)
- Department of Performance Management and Evaluation (in the Presidency) (DPME)
- National Youth Development Agency (NYDA)
- South African Education and Training Authorities (SETAs)
- National Artisan Moderation Body (NAMB)
- Higher Education South Africa (HESA)
- South African College Principals' Organisation (SACPO)
- South African Career Development Association (SACDA)
- South African Graduate Development Association (SAGDA)

2 VISION OF CAREER DEVELOPMENT SERVICES

The vision encompassed by this framework is to ensure that all people, of all ages, have access to quality career information and career services throughout their lives, so that they are able to make better and more informed career choices that deliver high levels of employment and help to increase sustainable economic growth in the country.

In order to realise the vision, it is necessary to make better use of the collective resources in the country and to forge partnerships and integrated relationships between all providers of career services, be they government, non-government or private providers.

Career development services should enable all citizens to:

- Build foundational career management skills;
- Develop intentional career plans;
- Access information on learning and career paths that link for articulation purposes;
- Cope with and adjust to changes in personal and labour market conditions;
- Find learning and work opportunities by making informed career and learning decisions; and
- Know where and how to access career development services throughout their lives.

3 PRINCIPLES OF CAREER DEVELOPMENT SERVICES

The following service delivery or Batho Pele ("people first") principles are embraced by career development services:

- Services will be lifelong and for all ages and for all: there are no end points or gaps in the service;
- Services will be seamless: all stakeholders will work together to ensure that when clients move from one life stage to another, services will be made available as required and support the various permutations of transitions between study, work, unemployment, self-employment, retirement, informal livelihoods, and formal employment;
- Services will be made available in the peoples' local communities and languages where possible;
- Services will seek a balanced approach between individual, community and labour market needs;
- Services will adhere to standards to which all stakeholders have agreed;
- Services will seek to redress the imbalances of past discriminatory, ad hoc and fragmented delivery;
- Services will seek to respect the dignity, equity and human worth of all clients and their best interests will be upheld at all times; and
- Services will respect the confidentiality of information provided by clients and this will be protected at all times.

4 AIMS OF THE FRAMEWORK

To realise the vision, the DHET together with stakeholders developed this framework as a conceptual structure for mapping the implementation of Career Development Services in South Africa.

The specific aims of the framework are:

- To serve as the basis and starting point for the development and implementation of a national career development policy for the country;
- To emphasise 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;
- To provide suggestions for the strengthening and continuity of leadership regarding career development services in South Africa;
- To encourage 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 services that are geared to meet the needs of a diverse range of citizens;
- To recommend stakeholder roles and responsibilities for different areas and aspects of career development services in the country;
- To identify processes that stimulate regular review and systemic planning of career services;
- To make specific recommendations for various aspects of the provision of career development services for the country; and
- To provide a high level plan to move forward in the development of Career Development Services.

5 OBJECTIVES

The specific objectives of implementing the framework are to ensure that:

- Comprehensive career development services are provided for all ages and commence at school in the foundation phase;
- Comprehensive and coordinated career guidance is provided at critical stages such as:
 - Grade 9: when learners choose subjects,
 - Grade 10-11: when learners make career choices,
 - Grade 12: when learners either access post-school education and training or job opportunities,
 - o after graduation or when students complete their studies;
- Targeted career development services are provided; (for example to women, disabled people or services to rural areas, unemployed youth or offenders);
- Career- and labour market-related information is systematically collected and managed for the country;
- Comprehensive, standardised, and quality assured career- and labour market-related information is available to all;
- Sufficient institutional capacity (human resources) for delivering comprehensive career development services is developed and sustained;
- The competence of practitioners delivering the services meets agreed-upon standards;
- All career services are underpinned by service-delivery and quality standards and stakeholders are capacitated to provide quality services; and
- Government, professional bodies, non-government organisations, statutory and nonstatutory bodies, private organisations and education institutions all work together to provide collaborative and comprehensive Career Development Services for the citizens of South Africa.

6 **TERMINOLOGY**

The following definition of career guidance can be found in international reviews conducted by the OECD,⁴ the European Commission⁵ and the World Bank:⁶

Career guidance refers to services and activities intended to assist individuals, of any age and at any point throughout their lives, to make educational, training and occupational choices and to manage their careers. Such services may be found in schools, universities and colleges, in training institutions, in public employment services, in the workplace, in the voluntary or community sector and in the private sector. The activities may take place on an individual or group basis, and may be faceto-face or at a distance (including help lines and web-based services). They include career information provision (in print, ICT-based and other forms), assessment and self-assessment tools, counselling interviews, career education programmes (to help individuals develop their self-awareness, opportunity awareness, and career management skills), taster programmes (to sample options before choosing them), work search programmes, and transition services.

Recent policy and strategy initiatives specifically in the European Union zone have shown that there is a paradigm adjustment indicating a shift from career guidance interventions at key points in a person's life to a lifelong guidance/support perspective. Further developments in this regard are a move from a psychological to a pedagogical approach (from testing to tasting the world of work) and from external support to career self-management skills.⁷

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 guidance is specifically aimed at helping individuals to make informed decisions about their learning and career paths.

At the recent Sixth International Symposium on Career Development and Public Policy (Budapest, 5-7 December 2011), the issue of language for clear communication was

⁴ OECD. 2004. *Career Guidance and Public Policy: Bridging the Gap.* Paris: OECD.

⁵ Sultana RG. 2004. *Guidance Policies in the Knowledge Economy. Trends, Challenges and* Responses across Europe. A Cedefop Synthesis Report, Cedefop Panorama series No. 85, Office for

Official Publications of the European Commission, Luxembourg. ⁶ Watts AG, Fretwell DH. 2004. *Public Policies for Career Development. Case Studies and* Emerging Issues for Designing Career Information and Guidance Systems in Developing and Transition *Economies.* Washington: The World Bank.

European Training Foundation. 2009. In Demand: Career Guidance in EU Neighbouring Countries.

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emphasised.⁸ It was acknowledged that the language used to describe career development in relation to public policy varies and is often confusing within and across countries. It is often found that in relation to career development countries use terms such as "education", "training", "employment", "skills development", "human resources development", "career counselling", "career information and advice", "careers education", "career coaching", and "livelihood planning".

To overcome this muddle of terms, a recommendation was made to use **career development** as the core concept. The definition of "career development" is given as lifelong guidance for learning and work and is linked to policy agendas relating to lifelong learning, workforce development, and social inclusion.⁹

In the South African context different terms are used by the various sectors that offer careerdevelopment-related services. In the schools, activities related to career development are described as careers and careers choices, residing under a broader term called "life orientation". ¹⁰ In the post-school sector, the terms "student counselling services" and "student support services" are used to encompass activities such as career-, curriculum and personal counselling. In the labour market sector the term "employment services" is used by the Department of Labour and includes career guidance, employment counselling and employability enhancement as a function. At the enterprise level a term such as "career management" is used quite often and refers to self-management of career planning.

However, currently in South Africa, some sectors are starting to show a preference for the term "career development". Given its association with lifelong learning and work it seems that the term "career development" represents the entire range of activities and events related to an individual's career and is an appropriate term to consider.

In the context of South Africa's history of fragmentation regarding career guidance thinking and activities, it is necessary to adopt a common or shared term. This will strengthen the current process of establishing a relationship of cooperation between the different stakeholders and could lead to a coherent national system.

⁸ Watts AG. 2011. Communiqué for the Sixth International Symposium on Career Development and Public Policy. Budapest, 5-7 December 2011.
⁹ Ibid., p.5.

¹⁰ Department of Basic Education. *Draft Curriculum and Assessment Policy Statement for Life Orientation Grades 10-12 for 2012.*

Recommendation

The framework is therefore recommending that the term **Career Development Services** be adopted to describe all the *services and activities intended to assist all individuals, of any age and at any point throughout their lives, to make educational, training and occupational choices and to manage their careers.*

7 LEADERSHIP AND REACH

Currently in South Africa, no single body or entity has the exclusive legislative responsibility or sole mandate of coordinating career information, advice and development services for the career development sector in general.

The DHET, along with the institutions and entities that it is responsible for (i.e. FET Colleges, Higher Education Institutions, and SETAs), is positioned at the nexus between the formal education system and the labour market. The DHET is therefore well positioned to involve all key stakeholders in the coordination of Career Development Services in South Africa.

The process of establishing a coordinated vision for career development for all the sectors commenced in 2010 with the signing of a delivery agreement for Outcome 5 between the Minister of Higher Education and Training and an array of government departments. The delivery agreement requires the completion of specific deliverables or outputs related to career development that the DHET is accountable for. The DHET is therefore currently fulfilling the leadership role in developing the framework for coordinated Career Development Services for the country.

The key question that arises is: How will South Africa ensure the continuation of leadership, cooperation and coordination between all key stakeholders after the end of the delivery agreement period in March 2014?

Recommendation

The framework therefore recommends that:

• the DHET establish a National Career Development Forum to ensure the sustainability and continuation of the work after March 2014.

The main aim of the a forum will be to bring all the key stakeholders together in an institutional structure in order to ensure that coordination and collaboration in career development services is sustained and further enhanced for the good of all citizens.

The vision for the national Career Development Forum is provided in detail in Appendix A.

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• **Provincial Career Development Fora** are established as divisions of the national forum.

In order to ensure that there is effective implementation in all provinces, it will also be important to set up provincial fora in collaboration with Premiers' offices and municipalities. The provincial fora can follow the same organisational structure and terms of reference of the national forum and each provincial forum will be represented on the national forum to ensure coordination throughout the country. Integration of the national and provincial fora will ensure that learning and career opportunities in the provinces will more easily be made available nationally and throughout the country via a national/provincial collaborative model.

Furthermore, the existing infrastructure of FET Colleges, Labour Centres, National Youth Development Centres, SETA offices and similar organisations, will play an integral part in providing services across the country at provincial and local levels. Specific attention will need to be given by each provincial forum (and the national forum) to ensure that all rural areas are reached.

• Specific target groups are represented in sub-committees of the national and provincial fora.

There are a number of groups in South Africa that have been excluded from active and full participation in the economy due to various reasons. These groups require targeted and specific interventions to enable them to make well informed career choices to participate in the economy of the country. In order to service all citizens equally, sub-committees will be set up as part of the national and provincial fora to manage the special needs of these groups such as citizens with disabilities, women (particularly rural women), citizens with health issues, those participating in the informal economy and similar vulnerable groups.

8 COOPERATION, COORDINATION AND PARTNERSHIPS

8.1 Roles and Responsibilities

In order to ensure that career development services are available for all in South Africa across all ages, it is necessary for the country to make the best possible use of collective, limited, resources.

Although all stakeholders have their roles and responsibilities in terms of fulfilling their own mandates, it is necessary to assign specific roles and responsibilities in order to achieve a coordinated, integrated national approach to providing effective, wide reaching and efficient career development services.

The framework endorses the following roles and responsibilities:

In addition to the specific responsibilities assigned in the tables below, the core areas of responsibility are as follows:

Sector	Core Responsibility for Career Services at national
	and regional levels
Children and youth in school	Department of Basic Education (DBE)
Post-school youth in education and training institutions entities, or programmes	Department of Higher Education and Training (DHET) with its institutions and entities
Youth not in education, training or employment	National Youth Development Agency (NYDA) with DHET via Sector Education and Training Authorities (SETAs) together with business and employers
Persons in the job market (unemployed and underemployed)	Department of Labour (DoL) with DHET via SETAs together with business and employers
Citizens of all ages in Correctional Facilities	Department of Correctional Services (DCS) with DHET via SETAs together with business and employers

Core responsibilities require that the lead department or entity, provides core services for the identified sector and accepts accountability therefore, including the need for developing policies, funding models and standards and developing partnerships with non–government, government, professional and private bodies to offer the necessary services for the sector.

In order to determine the specific responsibilities of each department, organisation and entity in the national coordinated career services model, the national Career Development Forum will request inputs from all stakeholders in this regard, via a public process, and submit these into a national approval process to ensure overall system coherence. In the interim and based on the mandate of each of the departments, entities and organisations, the following specific responsibilities are recommended for current implementation, to be ratified in the national Career Development Forum.

8.2 Specific Roles and Responsibilities

The Department of Higher Education and Training (DHET) must:

- Lead the process of developing and implementing a framework for the management and provision of coordinated Career Development Services in South Africa;
- Lead, with the Department of Basic Education and the Department of Labour, the process of establishing a national Career Development Forum;
- Lead, with the Department of Basic Education and the Department of Labour, the establishment of Provincial Career Development fora;
- Ensure that standards for career- and labour market-related information and services are developed;
- Together with SAQA, develop a national career information database and national web based system;
- Ensure that data/information from DHET is regularly updated on the national career information database and national web based system
- Ensure that career guidance is offered at FET Colleges by providing the necessary resources (i.e. financial, infrastructure, staff, capacity building);
- Ensure that career guidance is offered at student counselling service units at Higher Education Institutions;
- Ensure that study options in the post-school system are widely publicised through various media;
- Together with universities, colleges, SETAs, SAQA and the NAMB improve the quality of publicly available information on study options and career prospects in order to help youth make better informed choices about their post-school education options;
- Ensure that career practitioners that provide career development services are adequately trained;
- Develop a funding model that ensures sustainable funding over the long term for a national career development service; and
- Ensure that a quality assurance system and a synchronised performance monitoring and evaluation system for Career Development Services is established.

The South African Qualifications Authority (SAQA) must:

- Ensure that the National Qualifications Framework serves as a "bridge" for lifelong learning and career development;
- Maintain the National Learners' Records Database;
- Together with the DHET, develop the initial national career information database and national web based system;
- Provide national Career Advice Services and ensure that (as far as possible):
 - o Career development services are free of charge;
 - Career development services are accessible for all through various channels/media;
 - Quality-assured information is provided;
 - Competent career advisors or career guidance practitioners are employed;
- In collaboration with DHET, defines a national Career Development Service for the country and develop a plan of action for the full implementation of such a service;
- Provide tailored support for those who most need it for example, school leavers at risk
 of unemployment and unemployed adults or learners with special needs or services in
 the learners' language; and
- Participate in career exhibitions and festivals for the youth.

The Department of Basic Education (DBE) and Provincial Education Departments must:

- Exercise its specific responsibilities via the Life Orientation curriculum which includes career information, advice and guidance for all learners across all grades from the Foundation phase upwards;
- Ensure that all learners across all grades receive meaningful career information and guidance throughout their school enrolment and that sufficient time in the school curriculum is allocated to this;
- Assure quality of learning and teaching support materials (incl. textbooks) and ensure that the content of career guidance in the curriculum and teaching material is relevant;
- Ensure that all schools have sufficient access to career guidance materials for all grades;
- Coordinate the organisation of career guidance festivals, exhibitions and career related activities for school learners;
- Ensure that every Grade 9 learner receives appropriate assistance when choosing a career path and the requisite subjects for Grades 10 to 12;
- Ensure that every learner from Grade 10 to 12, and every school leaver, receives specific information and guidance in terms of post-school education options and/or in accessing work opportunities and to log such information on the LURITS. (This information will assist the development of a national indicator on school leaver destinations);
- Invest time and effort in the training of teachers and subject advisors to ensure that Life Orientation or Career Development teachers are competent to provide career guidance and, if not, to ensure that every school has access to the services of a career guidance practitioner;
- Receive relevant career guidance material from stakeholders, government departments and entities and post such material in the Life Orientation learning space of the Thutong educational portal, as well as the DBE website; and
- Ensure that data/information from DBE is regularly updated on the national career information database and national web based system.

The Department of Labour (DoL) must:

- Provide Employment Services in general, which include registration of work seekers, vacancies and other placement opportunities;
- Maintain a database of work seekers, reported vacancies and learning opportunities and placement rates on the Employment Services System of South Africa (ESSA);
- Provide interest and psychometric assessments and selection services for direct placement in learning and work opportunities;

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- Provide employability enhancement programmes for work seekers to improve their marketability in the labour market, including job preparation for new entrants and special employment programmes for youth, women and people with disabilities;
- Ensure that all the above services are accessible to all including rural areas in all provinces through the labour centres and other service delivery facilities;
- Develop and distribute career and labour market information in collaboration with the DHET;
- Hold career exhibitions and job fairs for the unemployed and underemployed in collaboration with other Departments and stakeholders;
- Appoint competent career counsellors and employment services practitioners and ensure they receive training to implement targeted employment facilitation programmes for the unemployed;
- Collaborate with all stakeholders to facilitate access and entry and re- entry to the labour market and ensure a cost- effective career development service; and
- Ensure that data/information from DoL is regularly updated on the national career information database and national web based system.

The Department of Public Service and Administration (DPSA) must:

- Together with the Public Service SETA and the Local Government SETA, provide career information related to all careers in the public service for all levels of government from local government to national government;
- Provide career services in accordance with the mandate of DPSA;
- Promote careers in the public service through easily accessible information dissemination methods;
- Facilitate the establishment of career development units in all departments; and
- Ensure that data/information from DPSA is regularly updated on the national career information database and national web based system.

Sector Education and Training Authorities (SETAs) must:

- Submit information about occupations in their sector in a standard format as requested by the DHET;
- Provide information on the steps taken to expose prospective learners to work in their sector;
- Accredit providers (specifically the ETDP SETA) to offer courses and qualifications that relate to the training of Life Orientation teachers, career information officers, career

advisors, career guidance counsellors and similar career specialities;

- Participate in career exhibitions and festivals;
- Develop career information brochures and material relating to occupations in their sector;
- Advertise and promote career opportunities in their sector;
- Provide information on the requirements for institutions to qualify to be trade test centres in consultation with the NAMB;
- Establish offices in all FET Colleges for accessibility and free flow of information to immediate communities;
- Provide detailed information to the public regarding services offered and how to access them;
- Link data in their Sector Skills Plans (SSP) to career information and development;
- Provide information on scarce skills that are in demand for the economy of the country; and
- Ensure that data/information from SETAs is regularly updated on the national career information database and national web based system..

Higher Education South Africa (HESA) must:

- Provide information on Higher Education learning opportunities and the related admission requirements to schools, FET Colleges and other institutions;
- Maintain an active website and the National Information Service for Higher Education;
- Ensure that the submission of information to the National Career Service on applications, fees and similar is coordinated;
- Promote learning at higher education institutions; and
- Ensure that data/information from HESA is regularly updated on the national career information database and national web based system.

FET Colleges together with the South African College Principals' Organisation (SACPO) must:

- Build the capacity (staff, knowledge and skills) to deliver career development services by implementing student support units at all FET Colleges including all campus sites;
- Provide information on FET College offerings to school learners and the general public; and
- Promote learning at FET Colleges.

National Artisan Moderation Body (NAMB) must:

- Coordinate artisan development in South Africa and provide career information relating to all trades in terms of study, apprenticeship and work opportunities;
- Rationalise and list trades in the Government Gazette;
- Promote artisan learning in the country;
- Provide information on scarce skills that are in demand for the economy of the country;
- Assist with work experiential learning, work based learning and work exposure;
- Provide relevant data to the National Career Service as required; and
- Ensure that relevant data/information is regularly updated on the national career information database and national web based system.

National Youth Development Agency (NYDA):

- Provide career development services to the youth in the country at all NYDA centres across South Africa;
- Participate in career exhibitions and festivals for the youth;
- Develop career guidance materials for the youth;
- Provide entrepreneurial skills for youth; and
- Work with Student Support services in FET Colleges (and Higher Education Institutions) in the provision of Career Services.

All Government Departments, Public Entities, Professional and Statutory Bodies:

- Support and utilise the national standards and framework for the provision of career- and labour market-related information to the public;
- Promote and advertise careers and learning opportunities in their sector; and
- Establish or appoint career advisors and/or councillors in their organisational components.

Non Profit Organisations:

• There are various roles that non-profit organisations need to play in assisting the government to provide comprehensive career development services for the country.

Two examples are:

The South African Graduates Development Association (SAGDA):

• Prepare graduates for the world of work and empower graduates to actively participate in the mainstream economy of the country;

- Assist with the training of career development facilitators/professionals for schools and FET Colleges; and
- Promote re-skilling or career re-routing for qualifications in over-supply.

The South African Career Development Association (SACDA):

- Function as the Professional Body for Career Guidance Practitioners in South Africa;
- Grow and develop the professional status of career guidance in South Africa;
- Establish and maintain minimum standards for career guidance delivery;
- Promote the role of Life Orientation teachers, career information officers, career advisors, and career guidance practitioners/career counsellors;
- Improve the continued professional development of Life Orientation teachers, career information officers, career advisors, and career guidance practitioners/career counsellors;
- Develop competency requirements for career development practitioners;
- Assist the development and education of members as professionals; and
- Respond to government policy initiatives.

Private and For-Profit Organisations:

The role of private and for-profit organisations in assisting the government to provide comprehensive and integrated career development services in the country is also recognised. Private organisations are encouraged to participate with government in providing a comprehensive harmonised national career development service for the country.

8.3 Partnerships and Cooperation

All stakeholders are encouraged to form partnerships for the delivery of Career Development Services and to advertise their mutual activities and partnerships on their websites and in other media such as on the radio broadcasts of the Career Advice Services project of SAQA.

They are furthermore requested and invited to inform SAQA of all career related activities, exhibitions and events to be promoted on the Career Help website (<u>www.careerhelp.org.za</u>), the weekly radio campaign and the website of the Department of Labour. They are also encouraged to make all career related information and materials available to SAQA to be placed on the career advice and Department of Labour websites for free and easy access to all.

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The framework endorses the development of OPEN and FREE resources and materials for career development.

Recommendation

It is recommended that guidelines and protocols for partnerships are developed for the coordination of Career Development Services to ensure comprehensive provision of services.

The relationship of government with other organisations such as professional bodies, private organisations and similar entities will be established formally by the national Career Development Forum in terms of the provision of career development services in the country.

9 CAREER AND LABOUR MARKET RELATED INFORMATION

Career- and labour market-related information plays a central role in career guidance and is seen as key to labour market efficiency. Without comprehensive educational, occupational and labour market information it is impossible to provide effective career development services.

In a World Bank study¹¹ conducted in 14 countries it was found that the lack of career information was one of the major challenges for the delivery of efficient career development services. Moreover, if information is available there are often limitations in accessing it. In spite of the progress of access to resources through ICT, such access is still restricted in many developing countries, especially in schools.

In terms of career- and labour market-related information there is currently a drive by the DHET, to establish a credible national mechanism for skills planning and to integrate the DHET data systems with data from all institutions in the higher education and training system, including data from universities, colleges and adult education facilities, levy-grant institutions, the Quality Councils, SAQA, the NSFAS, and several government departments. The DHET has commissioned a consortium of research institutions, led by the Human Sciences Research Council (HSRC), to look at the enhancement of data collection and analysis in order to better the understanding of the education and training system and the needs of the labour market. The information thus generated will be used to: guide policy and strategy formulation, implementation, monitoring and evaluation; support the planning of capacity building in institutions and national or provincial systems; enhance policy and strategy coordination across previously divided sub-systems; and assist in career guidance and career development by helping people to make more informed career- and study choices.

In addition, SAQA, on behalf of the DHET, is developing a national career development web based system that will provide a centralised information service on all learning options in the post-school system, a learning pathways directory and an occupation information centre.

The framework thus advocates and supports the development of an integrated career and labour market information system with free access to all.

¹¹ Watts AG, Fretwell DH. 2004. *Public Policies for Career Development. Case Studies and Emerging Issues for Designing Career Information and Guidance Systems in Developing and Transition Economies.* Washington: The World Bank.

Recommendation

It is recommended that the DHET and SAQA build and maintain a national web based career information system that includes labour market information.

The DHET continues to engage the Human Sciences Resource Council to develop a Labour Market Intelligence System that will form part of the national web based career portal.

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10 NATIONAL CAREER DEVELOPMENT SERVICE

The DHET is committed to establishing and maintaining a national Career Development Service. In the budget speech of the Minister of Higher Education and Training in 2010, the Minister referred to a national Career Development Service as follows:

The absence of adequate career guidance and information contributes to high dropout rates in post-schooling career choices. I am pleased to announce that by the end of June SAQA will launch a comprehensive national career advice centre through the medium of a career development helpline. This model will be accessible to learners across the system and will require coordinated actions across a range of departments.¹²

In the Green Paper for Post-school Education and Training published in January 2012, a national system of career development is also proposed:

The South African Qualifications Authority will continue to provide guidance and leadership on the development of the NQF. It will also continue to play a major role in the development and implementation of its newly developed national career guidance service, which is key to learner mobility.¹³

The key features of the national Career Development Services include:

- accessible, high quality, personalised and impartial career advice;
- face-to-face support for those whose career development needs are greatest;
- support for parents and carers so they can help their children to make the right decisions, at key stages of learning;
- ongoing feedback from users to improve service delivery; and
- state-of-the-art, web based resources backed up with professional advice.

The South African Qualifications Authority is currently running the Career Advice Services project (branded KHETHA) on behalf of the DHET. The project offers multi-channel career advice services via radio, print media, telephonic helpline, exhibitions, face-to-face contact, website and social media. The project team has also undertaken a study visit to England to investigate the national career service in Leicester in order to ascertain how to provide a national service of this nature, quality and scale.

¹² Budget Vote speech by Minister of Higher Education and Training Dr Blade Nzimande: *In Memory of the Fallen Heroes and Heroines of the Seven Day War.* 25 May 2010.

¹³ Department of Higher Education and Training. 2012. *Green Paper for Post-school Education and Training*, p.70.

Recommendation

It is recommended that *SAQA continues to provide a national career advice service*, while recognising the role of many other stakeholders and encouraging cooperation and partnerships. For example, the Department of Labour is specifically responsible for unemployed and underemployed persons and the national service should interact with DoL in this area and cases should be referred to DoL.

SAQA will therefore be responsible for defining the national career advice service and for providing the DHET with a plan of action for the full implementation of such a service in the country. In the interim, SAQA will continue to provide career advice services via the current Career Advice Service project.

11 STANDARD SETTING AND QUALITY ASSURANCE

Internationally there has been growing recognition of the crucial role that career development plays in meeting educational-, labour market- and social justice goals. Consequently there is an international trend towards developing minimum standards for Career Development Services and minimum competency standards for career guidance practitioners.

International experience in career development shows that the prerequisites for any service are the setting of standards for the service and the career advisors and/or career development practitioners delivering the service. It is therefore important:

- To establish a standard that will assure users that the services delivered are of a high quality; and
- To provide for competent career guidance practitioners through common professional standards and codes of ethics that are maintained by appropriate initial training and continuing professional development.

In South Africa no specific standards have yet been set for either career development services or practitioners. The only standards set are for people who want to practice as psychologists, psychometrists, and counselors in general. It is clear that the need exists to standardise Career Development Services and training of practitioners to be in line with international trends. By improving the training of career development practitioners, the quality of service delivery will immediately improve.

In addition to the general standards, specific standards also have to be developed for specialised service areas, such as employability enhancement and standards for working with specific target groups (eg retrenchees and vocational rehabilitation of people with disabilities).

Standards will be proposed and adopted by the national and provincial fora.

The ultimate goal of developing a competency framework is to increase the quality of services available to users. However, it is important that comprehensive research and consultation take place in order to establish a model and framework that will work in the South African context. Issues such as the designations of practitioners and the level of regulation should be debated. There are strong sentiments in the career guidance community in South Africa that the practice should not be regulated too strictly. The reason for this is that there are anecdotal examples of unemployed youth working as volunteers in communities and assisting

individuals with career development issues. Given the drive of government for job creation such endeavours can be turned into sustainable livelihoods and employment opportunities. Volunteers can be trained to become career advisors and practitioners.

A structured training programme should be developed that will ensure career advisors and practitioners are imbibed with the requisite skills, knowledge, attributes and relevant specialist competences.

Recommendation

It is recommended that the DHET engages with key partners, such as the South African Career Development Association (SACDA) and the Health Professions Council of South Africa (HPCSA), in developing standards for specific services and a competency framework that is specific to the South African context, but in line with international standards. The standards and competency framework will ultimately reside with the national Career Development Forum.

12 RESEARCH AND EVALUATION

Experience has shown that research models evaluating the impact of career development services are complex.¹⁴ However, it is necessary for South Africa to develop a research and evaluation framework in order to obtain an evidence base for the rationale and continuous improvement of career guidance information and services.

The following challenges are typically encountered in efforts to conduct research on the impact of career development services:¹⁵

- The evidence (data) collected is splintered between universities, ministries, public employment services, schools, and information centres;
- Monitoring data is usually only available internally for self-evaluation of sectorally implemented programmes;
- There is a lack of agreement on ways to collect, measure, and analyse data across the careers sector;
- There is a lack of coherence or linking across data (different datasets and different types of data);
- Existing research is fragmented and is largely dependent on individual researchers;
- The collected data does not measure what it is expected to measure;
- Many confounding factors play a role making it difficult to isolate impact of career guidance per se;
- Impact indicators still need to be explicitly defined; and
- A lack of evidence exists on the long-term impact of career development services.

As South Africa is only at the initial stage of implementing coordinated Career Development Services, research in South Africa with regards to career development services should start at a basic level:

- Monitoring the implementation of the career development framework;
- Monitoring the implementation of information and career development systems;
- Evaluating the processes of implementation;
- Identifying the gaps in the framework and/or in the information and guidance systems that may exist;

 ¹⁴Maguire M, Killeen J. 2003. *Outcomes from Career Information and Guidance Services*, paper prepared for the OECD Career Guidance Policy Review, Paris. (<u>http://www/oecd.org/edu/careerguidance</u>). (Accessed 6 February 2012).
 ¹⁵Vuorinen R. *Evidence-based Practice; Evidence-based Policies*. Presentation at the Sixth

¹⁵Vuorinen R. *Evidence-based Practice; Evidence-based Policies*. Presentation at the Sixth International Symposium on Career Development and Public Policy held in Budapest (5-7 December 2011).

- Monitoring implementation of best practices and adaptation of career guidance programmes; and
- Designing longitudinal research which could identify links and indicate possible causeeffect relationships between the myriad of variables.

When the stage is reached where evaluation studies of the effect or impact of career information and development services can be conducted, then different models of research should be investigated in order to determine which one will be applicable for use in South Africa.

There are international models and frameworks in this regard that can be scrutinised. Some international examples of monitoring and evaluation models used for policy and practice devolvement are the following:¹⁶

- Countries such as Australia, Croatia, Denmark, Germany, Latvia, New Zealand use governmental bodies to collect evidence from different settings in order to monitor policy development. The infrastructure that is developed for service provision is also used as a feedback mechanism;
- Latvia has integrated the development of a feedback mechanism of clients in the implementation of their new career education programmes; and
- Canada has a research team that is a good example of a national network committed to contributing to national and also international development of research methodology in this regard. This team has developed an evaluation framework that is used to determine the impact of career guidance in Canada.

Recommendation

It is recommended that the DHET, DoL and DBE form a research team that engages with key partners to develop the research agenda for Career Development Services for the country. The research agenda will ultimately reside with the national Career Development Forum.

¹⁶Vuorinen R. *Evidence-based Practice; Evidence-based Policies*. Presentation at the Sixth International Symposium on Career Development and Public Policy held in Budapest (5-7 December 2011).

13 ADVOCACY AND COMMUNICATION

The framework recognises that advocacy and communication are an essential and integral component of the process of preparing and implementing a framework for the management and coordination of career development information and services in South Africa.

The role of advocacy and communication in this regard will be:

- Sensitising policy makers and users to the importance of career development information and services;
- Promoting the provision of lifelong career development in government policies and programmes;
- Promoting the contribution of career development services to labour market goals such as equity and job placement;
- Informing all stakeholders about the process of developing and implementing a framework of this nature;
- Inviting all the relevant stakeholders to participate in the process of developing and implementing a framework for the management and cooperation of career development information and services in South Africa;
- Informing citizens of the roles and responsibilities of leadership as well as the roles and responsibilities of all the key stakeholders in regard to career services;
- Promoting the establishment of a national Career Development Forum;
- Promoting the establishment of Provincial Career Development Fora;
- Promoting the use of a national career advice service;
- Promoting the development of a specialised qualification for the practice of career development; and
- Sensitising citizens to the value of career development especially in the rural areas.

Recommendation

It is recommended that the DHET and DoL develop an advocacy and communication action plan for the implementation of the recommendations in the framework. Framework for Cooperation in the provision of Career Development (Information, Advice and Guidance) Services in South Africa (Developed by DHET and SAQA Version October 2012)

14 INTERNATIONAL COOPERATION

The framework supports the interaction of South African delegates at international career development conferences, symposiums and related events in order to learn from and develop relationships with colleagues in the international career development community. It is expected that a South African delegation of professionals and policy makers will attend the 7^{th} *International Symposium on Career Development and Public Policy* in Finland in 2013 and have much to share with the international community at this symposium.

It is also expected that South African associations and organisations will interact with key international bodies, such as the International Centre for Career Development and Public Policy (ICCDPP), the International Association for Educational and Vocational Guidance (IAEVG) and the European Lifelong Guidance Policy Network (ELGPN) and European Commission.

Recommendation

It is recommended that the national Career Development Forum, when established, provides the leadership for international engagement and cooperation in career development services.

15 SUMMARY OF ACTIONS AND WAY FORWARD

	Item	Lead Responsibility	Due Date
1.	Version 1.0 of the Framework is widely circulated for stakeholder input	DHET and SAQA	30 Mar 2012
2.	Version 3.0 of the Framework is finalised for action	DHET and SAQA	15 May 2012
3.	The national action plan for implementation of the framework is developed and provided to the Minister for approval	DHET	15 Aug 2012
4.	DHET and DoL develop an advocacy and communication action plan for the implementation of the recommendations in the framework	DHET, DBE and DoL	30 Dec 2012
5.	Guidelines and protocols for partnerships are developed	DHET and delivery partners	30 Dec 2012
6.	DHET, DoL and DBE form a research team to engage with key partners to develop the research agenda for career development in the country	DHET, DoL and DBE	28 Feb 2013
7.	A plan for the establishment of national and provincial career development fora for the country is developed and implemented	DHET, DoL and DBE with delivery partners	30 Apr 2013
8.	DHET engages with key partners (such as SACDA and HPCSA) in developing standards and a competency framework that is specific to the South African context, and in line with international standards	DHET, SAQA, SACDA, DoL	30 July 2013
9.	DHET and SAQA defines a national Career Development Service for the country and develop a plan of action for the full implementation of such a service. In the interim SAQA continues to provide career services via the CAS project	DHET, SAQA	30 Aug 2013
10.	National web based career information system that includes labour market information is developed and fully operational	DHET, SAQA, DoL	30 Mar 2014
11.	Develop a framework for walk-in centres	DHET, DBE, DoL, and SETA Forum	30June 2013
12.	Pilot walk-in centres operational	DHET, DBE, DoL and SETA Forum	1 April 2014

APPENDIX A

A NATIONAL CAREER DEVELOPMENT FORUM - MOTIVATION FOR COOPERATION AND COORDINATION MECHANISMS¹⁷

1. International Practices

International practices have shown that the establishment of a national Career Development Forum is an efficient mechanism for cooperation and coordination. The European Lifelong Guidance Policy Network (ELGPN) indicates that a national forum of this nature should satisfy the requirements set out below.¹⁸ A National Career Development Forum should:

- involve, or at least be recognised by, the government;
- constitute its membership (not limited to government departments/the public sector);
- span across education, training and employment sectors;
- address career development of youth and adults; and
- encourage participation of community based organisations that play a pivotal role in career development especially in remote areas.

Based on international experience the European Centre for the Development of Vocational Training (CEDEFOP) the following key points can be considered:¹⁹

- link lifelong learning, employment and social inclusion strategies;
- clearly articulate the role of lifelong guidance and career development as a public good;
- identify the strategic leader(s) and other critical stakeholders;
- agree on definitions and terminology;
- carefully and purposefully select the participants;
- identify goals, roles and responsibilities or tasks and avoid role confusion/conflict;
- clearly define the relationship with the government (at all spheres);
- establish a secretariat that is independent or at least "ring-fenced"; and
- work from the viewpoint of the individual citizen, knowing the public benefits of doing so.

(The stage of development of the country (in terms of the establishment of a forum) will determine the relevance/application of the key considerations.)

¹⁷ Based on experiences from the European Lifelong Guidance Policy Network (ELGPN) and the European Centre for the Development of Vocational Training (CEDEFOP)

¹⁸ The European Lifelong Guidance Policy Network (ELGPN). 2009/2010. *Lifelong Guidance Policies; Work in Progress.* Jyväskylä: ELPGN.

¹⁹ Ibid.

ELPGN also emphasises that such a forum or similar mechanism can operate at one or more of the following four levels:²⁰

• Level 1: Communication

Communication might include exchanging information and exploring possibilities for cooperation and coordination.

• Level 2: Consultation

This might include more detailed discussion of possibilities for cooperation and coordination.

• Level 3: Cooperation

Cooperation in this regard is between partners within the existing structures. This level of collaboration might be largely informal in nature and based on a cooperation agreement, with decision-making powers being retained by each partner.

• Level 4: Coordination

In order to coordinate efficiently it is likely that a coordinating structure will be required in which roles and mandates (operational powers) are spelled out clearly, binding the forum through agreements such as memoranda of understanding (MoUs).

Some of the key elements mentioned by the CEDEFOP for the motivation of establishing a forum of this nature are the following:²¹

- sharing of resources;
- coordinating the work in order to efficiently use the resources;
- identifying gaps in service provision;
- developing common standards of service;
- standardising training of career guidance practitioners; and
- presenting a coherent image of career development services to the public.

The first coordination mechanisms in career development or national forums for guidance were established in the 1980s and early 1990s (the Danish National Council for Vocational Guidance, the UK Guidance Council and the more informal Finnish ministerial working groups on guidance).²² By 2008 national forums existed, although at various stages of development, in 24 European countries (i.e. Austria, Bulgaria, the Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Norway, Poland, Romania, Slovakia, Slovenia, Spain, Sweden and the UK.

²⁰ Ibid.

 ²¹ European Centre for the Development of Vocational Training. 2008. *Establishing and Developing National Lifelong Guidance Policy Forums.* Thessaloniki: CEDEFOP.
 ²² Ibid.

This framework recommends that such a forum would provide the mechanism for national communication, consultation, cooperation and coordination that is direly needed. The current initiative for cooperation under the leadership of the DHET and SAQA is actually already a prelude to the establishment of a national Career Development Forum.

2. Typical Tasks of a National Career Development Forum

The typical tasks that a national Career Development Forum can and should undertake are *inter alia* the following:²³

- Improving communication
 - Providing a forum for discussion on policy issues
 - Establishing a common definition of career development
 - o Developing shared terminology for career development
- Encouraging collaboration
 - Encouraging inter-stakeholder cooperation and coordination on specific activities
 - Taking on initiatives that include several services or sectors
- Identifying citizens' needs
 - Mapping services and identifying gaps and challenges
 - Managing research regarding the impact of services for clients
- Improving the quality of services
 - Developing quality standards and quality assurance systems
 - Developing competence frameworks and accreditation systems for career guidance practitioners
- Influencing policy
- Collaborating with peer international organisations

3. Different Approaches to Establish a National Career Development Forum

One of the major issues is whether a national Career Development Forum should be established through a top-down- or bottom-up process.

A top-down approach will entail the establishment of such a forum by government. (It could be through legislation). A bottom-up approach will see organisations outside of government establishing such a forum and ensuring that linkages can be formed with government.

²³ Ibid.

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The advantages of the top-down approach are:²⁴

- It provides a funding base;
- It provides a direct link with government policy; and
- It makes it easier to secure selective (purposeful) participation.

The advantages of the bottom-up approach are described as:²⁵

- It may be more sustainable, especially when there are changes in government and government priorities;
- It has more independence in terms of action; and
- It may produce a greater sense of ownership and lead to better motivated and committed participation.

The two approaches are not necessarily mutually exclusive and may be combined or alternated in varying ways to serve the needs and realities of a country. However, the current initiatives of the DHET and SAQA (the development of a policy framework and the progress of CAS into a national Career Development Service) suggest that South Africa would benefit by following a top-down process.

4. Status of a National Career Development Forum

South Africa has to decide on the form the forum should take. Different types of fora are found in the European examples – ranging from statutory councils to more informal, experimental and temporary arrangements. CEDEFOP emphasises that it is important for a country to select an option that will serve the needs and circumstances of the participants.

Examples of types of forums that exist are set out below:²⁶

• Statutory council/legal entity

A statutory council is a legal entity and is established by an Act of parliament which determines its mandate. The establishment of such a council is usually a lengthy process. However, the advantages of such a body lie in its permanence, legitimacy and independence. Examples of countries that have established such bodies are Denmark (the National Council for Vocational Guidance) and Greece (the National Centre for Vocational Guidance).

²⁴ The European Lifelong Guidance Policy Network. 2009/2010. *Lifelong Guidance Policies; Work in Progress.* Jyväskylä: ELPGN.

²⁵ Ibid.

²⁶ European Centre for the Development of Vocational Training. 2008. *Establishing and Developing National Lifelong Guidance Policy Forums.* Thessaloniki: CEDEFOP

• Government-initiated body

A government-initiated body is usually found when a working group is set up by one or more of the ministries/departments. The activities of such a working group can be temporary or indefinite in duration. It is usually found that such structures have some legitimacy because of their relationship with or proximity to the relevant ministry or ministries. A further advantage is that a government-initiated body often has access to resources from those particular ministries to carry out its work. Examples of countries that have established such bodies are Lithuania (the National Career Guidance Council) and Romania (the Romanian National Lifelong Guidance Forum).

• Voluntary association

Voluntary associations are usually more practical and easy to form than government structures and the major advantage is their independence from government. However, such structures may encounter challenges in terms of legitimacy. An example of such a forum can be found in Germany (the National Forum for Guidance in Education, Career and Employment).

• Experimental/project-based body

In some instances countries find it difficult to establish official or semi-official forums and set up a platform for cooperation in the form of a project. Such an approach is usually only temporary. However, it can provide the space for stakeholders to investigate the different formats of forums before they make the choice to establish a more formal and long-term structure. An example of a country that has established such a forum is Estonia (Estonian National Guidance Policy Forum).

• Regional forums

Regional forums are usually in addition to national forums and policy-coordinating mechanisms. Examples of countries that have established such forums are Finland, Scotland and Spain.

5. The South African Context

The current initiative for cooperation under the leadership of the DHET and the partnership between the DHET and SAQA is already a prelude to the establishment of a national Career Development Forum. In the current context the establishment of a Career Development Forum can be a process of evolution.

The following strategy is suggested:

- 1. Use the Outcome 5 framework process to establish a government-initiated body;
- 2. Carefully and purposefully invite the key stakeholders under Outcome 5 to assist in establishing such a forum (such as the DoL and the DBE);
- 3. Carefully and purposefully invite other stakeholders that have a direct interest (such as SETAs, HESA, NYDA, SSCSA, private entities, professional bodies and NGOs);
- 4. Establish a shared definition and terminology;
- 5. Identify the roles and responsibilities of each of the stakeholders;
- 6. Investigate the different formats or types of forums in order to choose the format that will suit South Africa the best over the longer term;
- 7. Allow the forum to develop so that it can focus on the tasks described in the framework; and
- 8. Establish provincial fora.

ABBREVIATIONS AND ACRONYMS

CAS	Career Advice Services
CEDEFOP	European Centre for the Development of Vocational Training
DBE	Department of Basic Education
DHET	Department of Higher Education and Training
DoL	Department of Labour
DPSA	Department of Public Service and Administration
ELPGN	European Lifelong Guidance Policy Network
ETDP	Education, Training and Development Practices SETA
FET	Further Education and Training
GDP	Gross Domestic Product
H&WSETA	Health and Welfare Sector Education and Training Authority
HEI	Higher Education Institution
HESA	Higher Education South Africa
HRD	Human Resources Development
HRDSA	Human Resource Development Strategy South Africa
HSRC	Human Sciences Research Council
IAEVG	International Association for Vocational and Educational Guidance
ІСССРР	International Centre for Career Development and Public Policy
MEC	Member of the Executive Council
merSETA	The Manufacturing and Engineering Related Service
NGO	Non-governmental Organisation
NGP	New Growth Path
NISHE	National Information Service for Higher Education

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NLRD	National Learners' Record Database
NQF	National Qualifications Framework
NSDS	National Skills Development Strategy
NSF	National Skills Fund
NSFAS	National Student Financial Aid Scheme
NYDA	National Youth Development Agency
OECD	Organisation for Economic Development and Co-operation
OFO	Organised Framework for Occupations
SAACDHE	Southern African Association for Counselling and Development in Higher Education
SACDA	South African Career Development Association
SACPO	South African College Principals Organisation
SAGDA	South African Graduate Development Association
SAQA	South African Qualifications Authority
SAVGEA	South African Vocational Guidance and Education Association
SETA	Sector Education and Training Authority
SSCSA	Society for Student Counselling in Southern Africa
SSP	Sector Skills Plans