

External Evaluation of the Swiss South African Co-operation Initiative (SSACI)

Final draft

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Abbreviations

AATP	Accelerated Apprenticeship Training Programme
ANC	African National Congress
ASGISA	Accelerated and Shared Growth Initiative of South Africa
BBBEE	Broad Based Black Economic Empowerment
BEE	Black Economic Empowerment
CBA	Cost Benefit Analysis
CEO	Chief Operating Officer
CHIETA	Chemical Industries Education & Training Authority
CPD	Continuing Professional Development
CPUT	Cape Peninsula University of Technology
CSI	Corporate Social Investment
CSR	Corporate Social Responsibility
DFID	Department for International Development
DoE	Department of Education
DHET	Department of Higher Education and Training
DoL	Department of Labour
DSAP	Dual System Apprenticeship Pilot
DSPP	Dual System Pilot Project
ECD	Early Childhood Development
FET	Further Education and Training
GEAR	Growth Employment and Redistribution
GIP	College Graduate Internship Programme
GIZ	Deutsche Gesellschaft fuer International Zusammenarbeit
HEIs	Higher Education Institutions
HR	Human Resources
HRDC	Human Resources Development Council
HRDS	Human Resource Development Strategy
JET	Joint Education Trust

JIPSA	Joint Initiative on Priority Skills Acquisition
M+E	Monitoring and Evaluation
MerSETA	Manufacturing, Engineering and Related Services SETA
MIC	Middle Income Country
NAMB	National Artisan Moderation Body
NATED	National Technical Education
NBI	National Business Initiative
NCV	National Certificate Vocational
NEET	Not in Education, Employment or Training
NGO	Non Governmental Organisation
NPC	National Planning Commission
NSA	National Skills Authority
NSDS	National Skills Development Strategy
NSF	National Skills Fund
ODA	Official Development Assistance
OQSF	Occupational Qualifications Sub-Framework
PPDP	Private Public Development Partnership
PPP	Private Public Partnership
SA	Republic of South Africa
SADC	Southern African Development Community
SAIVCET	South African Institute for Vocational and Continuing Education and Training
SARS	South African Revenue of Services
SDC	Swiss Agency for Development and Cooperation
SECO	State Secretariat for Economic Affairs
SETA	Sector Education and Training Authority
SOE	State owned Enterprise
SSACI	Swiss South African Cooperation Initiative
TETA	Transport Education Training Authority
TOR	Terms of Reference

TTI	Timbali Technology Incubator
TVET	Technical and Vocational Education and Training
UoT	University of Technology
VCET	Vocational and Continuing Education and Training
VET	Vocational Education and Training
WBE	Work Based Exposure
WIL	Work Integrated Learning
WITS REAL	Centre for Researching Education and Labour at University of the Witwatersrand
QCTO	Quality Council for Trades and Occupations

1 Background

1.1 Rationale for the evaluation

SDC's contribution to the Swiss –South African Cooperation (SSACI) came to an end in December 2014 while SSACI as an organisation will continue to operate. SDC is interested in understanding its evolution and influence on the TVET system so as to account for its support to SSACI and critically to enable it to learn from this 14 year project and to understand which aspects of this model can be shared more widely. This evaluation also provides recommendations to SSACI in terms of its future role as an important role player in the TVET sector in South Africa.

The main foci of the evaluation were¹:

- Context evolution (SDC, South Africa, SSACI)
- SSACI's performance and outcomes; attribution of influence
- Institutional development of SSACI
- Conclusions and recommendations for SSACI's future
- Learnings for SDC

Expectations from the evaluation

That the evaluation establishes the impact that all of the SSACI interventions/projects have had with a particular emphasis on understanding the extent to which SSACI has influenced the system or whether it has simply changed in response to system change (context). The evaluation will also develop recommendations for SSACI and SDC on the future strategic orientation of SSACI and ways in which the organisation and programmes can be strengthened.

1.2 Overview of SSACI

SSACI² has been funding programmes in three distinct phases since 2001.

- 2001-2005, when SSACI operated primarily as a grant-making agency, offering funding and limited technical support to projects run by non-governmental organisations (NGOs) in the field of occupational skills training.
- 2006-2010, when SSACI, on the basis of lessons learned in the previous phase, began to initiate and manage projects for itself, with a stronger focus on technical and vocational skills training and on job-creation through small enterprise development. NGOs and private-sector companies were used as service-providers to these projects, which were increasingly 'owned' by SSACI.
- 2011-Present, when SSACI has sought to strengthen the newly-established national, public skills development system in South Africa. Projects and programmes may be initiated by SSACI or a government agency but, in order to ensure systemic impact and sustainability, must be co-implemented and co-funded by a public agency.

In its initial phase SSACI's overall funding portfolio resolved itself into three programmes:

- **Vocational skills training projects**, each of which comprised technical skills training, life-skills training and post-training support in finding a job or starting a business;
- **Enterprise development projects**, which involved the provision of business- development

¹ Refer to TOR, 7F-01359.03 / 20.03.2015 WIR/JSI

² Refer to Deed of Trust, February 2001, for description of objectives of trust

- services to emerging young entrepreneurs;
- **Special projects**, including research, school infrastructure projects and small grants to “special case” initiatives.

These focus areas continued into phase two though in phase two Community Early Childhood Development (ECD) services were supported which both fell within special projects though it also had a vocational skills training dimension for ECD practitioners. Further, in this phase emphasis was increasingly placed on the focus area of vocational (and occupational) skills projects.

With the shift in the approach in phase 3 the focus areas have continued though SSACI has sought ways to institutionalise enterprise development projects and special projects and to therefore reduce its focus in these areas whilst increasing its focus on vocational and occupational training projects including on institutions responsible for provision and in forging linkages between the private sector and Technical Vocational Education and Training (TVET) colleges to enable meaningful learning to take place through Work Integrated Learning (WIL). This focus on WIL takes a number of forms and represents the core of SSACI’s work as it supports the interface between providers and workplaces through a number of mechanisms. One of these WIL mechanisms that SSACI has supported is that of Workplace Based Exposure, which involves students who are studying at a TVET college spending approximately 5 days a year (during holidays) in the workplace so that they are exposed to the workplace environment that they will be entering and are able to understand the context in which the knowledge and skills that they are learning will be applied. Another WIL mechanism is that of Workplace Based Experience which involves students spending sufficient time in the workplace to not only understand the environment and context but to have the opportunity to apply the knowledge and skills that they have acquired in the TVET college in the workplace so as to deepen and advance these skills and increase their competence. This can take a number of forms including the Dual Apprenticeship Programme which requires that students complete blocks of learning at the institution and at the workplace prior to graduation (thus both components are integrated into the learning process) or an internship programme which involves graduates from TVET colleges spending time in the workplace after graduation. In addition SSACI focuses on WIL for lecturers which also aims to provide lecturers with exposure to the workplace so that they are better able to make these links for students. All of these WIL mechanisms require strong relationships between TVET institutions and workplaces to be developed and have the potential of allowing the concept encapsulated in the occupational qualifications of the integration between knowledge, practical skills and workplace skills to be given concrete expression.

1.3 Methodology

The evaluators tracked changes in context over each phase of SSACI from 2001 until 2014. On SSACI itself the evolving organisational set up and the current situation was analysed. The guiding questions were: What is running well? What is not running so well? What changes are indicated?

The evaluation team reviewed documents and data provided by SSACI, previous evaluations conducted of SSACI as well as different projects supported by SSACI (Appendix 1).

A primarily quantitative survey was sent, via SurveyMonkey, to 23 organisations who had received grants from SSACI since 2001: three addresses bounced³ and 11 organisations responded, a response

³ National Peace Accord Trust, Stellemploy and Birdlife Southern Africa.

rate of 55% of those reached, or 48% of all whose contact details were provided by SSACI. An overview of the organisations and their responses see in appendix 2.

A written survey 'Institutional Analysis of SSACI' was handed out to all 10 SSACI staff and all have responded (Appendix 3).

In total 61 stakeholders and key persons have been contacted in the context of this evaluation.

The evaluators conducted:

- 10 face to face / telephonic interviews with representatives from SDC, SECO, SSACI, SSACI board, corporate funders, DHET, NAMB, SETAs, universities and a donor and
- 8 panels with representatives from DHET Skills & QCTO Branch, DHET VCET Branch, SETAs, Business Partners, TVET Colleges and Evaluators.
- 3 telephonic interviews with partners (Timbali Technology Incubator (TTI), Regional Department of Higher Education Limpopo, and SAIVCET Task Team).

2 Context evolution

2.1. SDC context

The SDC has worked in South Africa since the 1980s, firstly in support of civil society organizations, and post-1994 in support of the democratically elected new government⁴. In late 2000, discussions started between the SDC and Swiss corporates active in South Africa on developing a joint project to tackle the South African youth unemployment challenge. This was the time when after the introduction of the MDGs (and particularly MDG 8, A Global Partnership for Development) this new type of mixed funding projects emerged. The SDC's motivation for the launch of this project thus was at least threefold:

1. Leveraging its limited financial (ODA) resources and thus increasing its development impact in the field of TVET and youth employment was the SDC's main motivation to push for this project.
2. SDC HQ at that time also developed first conceptual approaches of PPDP and co-operation with the private sector. SSACI was seen as one first pilot project with the aim of accelerating the SDC's co-operation with the private sector. South Africa with its large number of Swiss companies present was seen as a good place to launch a PPDP pilot. A first institutional position paper on the co-operation with the private sector was however not finalized before April 2004⁵.
3. Another main objective, not only for the corporates involved, but also for the Swiss government and the SDC, was to improve Swiss firm's reputation in South Africa after apartheid (given that Swiss companies had many business dealings in South Africa during apartheid, mainly ignoring the worldwide sanctions against Pretoria). Offering Swiss corporates the possibility to become more involved in the country's social development was seen as an important measure to securing market access (and later also BBBEE credits) for them.

SSACI at the beginning was clearly a Swiss-based initiative, initiated by the SDC and the Swiss headquarters of Swiss companies. The role of the respective South African branches in planning of SSACI seems to have been rather marginal. One essential factor was that the responsible people at the SDC and at Swiss corporate's headquarters all knew the dual training system very well and actively supported it, as most of them literally grew up with the Swiss dual system. During the years of SSACI's

⁴ In the following text 'new government' is referred to the government after Apartheid

⁵ In its 2013 position paper „Partnerships with the private sector“ SDC uses the term Private Public Development Partnership (PPDP) instead of PPP. Still it is quite unclear if SSACI really qualifies as a PPDP, as it does not address the private partner's core business but rather their CSR activities.

presence this gradually changed, as for non-Swiss incoming CEOs (and some heads of the SA branches) the dual system was a rather alien concept and not always easy to understand. This may be one of the reasons, why more and more corporates stopped funding to SSACI in recent years.

In the first years SSACI was located within the SDC's office. The SDC played a very powerful role during the first phase; by many stakeholders SSACI was primarily seen as a SDC-owned project. This led to some corporate partner's discontent. However this seems to have improved after SSACI moved to its own offices in 2006 and the CEO took more ownership for SSACI. In late 2010 a strategy paper was developed with the suggestion that SDC should take a more distant role and redraw from the board of trustees in 2011. The SDC's head of cooperation leaving the board "to avoid conflicts of interests" was also noted in the SDC internal credit proposal for 3rd phase of SSACI, 2010. In early 2011 however, on the recommendation of its internal auditors, SDC re-considered its decision, taking into account recent changes in personnel at the Swiss embassy⁶. The board therefore decided that SDC should retain its seat for at least another year. Finally both, the Swiss Ambassador and the SDC's Regional Director have always been member of the board of trustees "ex officio" from the beginning. However when SDC's funding support came to an end they withdrew from the board end of 2014.

From the second phase onwards, the SDC put a strong focus on achieving systemic impact and ensuring SSACI's sustainability. SSACI started joint projects with SETAs. These links as well as the very important visit of Minister Nzimande to Switzerland in 2011 later enabled SSACI to gradually move up from micro to macro level and to become increasingly involved in consulting and technical assistance to the DHET and its subordinated authorities. The SDC's phasing-out and the need for replacement of the SDC's funding was already mentioned in SSACI's "Strategy 2010+" and in the 2010 evaluation of SSACI, commissioned by SDC. In the strategy development from 2010 onwards, the whole board of trustees was involved. SDC pushed for the development of a solid vision for 2015+ and financed 2010 the development of a strategy paper "SSACI Sustainability Strategy / Business plan 2015". However this strategy building process seems to be still ongoing.

2.2 The South African Context evolution: 2001-2015

SSACI has as its objective the concept of "advancing educational opportunities for disadvantaged young South Africans in order to enable them to obtain employment" (SSACI, 2015, p.2). However, the problem of unemployment lies in three spheres, namely education, the economy and the labour market. It is in the context of these three spheres that the evolution of SSACI as a development actor has to be understood. The reflection in this section is divided into two parts: Part 1: 2001-2008 and Part 2: 2009-2015. Please note that SSACI's three phases are not tied to the periods demarcated here in this section. These two parts relate to the period when the two departments of education and labour were separated and when the two departments came together. Then a description of the evolution of the international aid under the new government will be given. Lastly, a brief reflection on SSACI's own evolution will be presented.

2.2.1 Part 1: (2001-8)

SSACI entered the scene of education and training during the second term of the majority government in South Africa. There were many changes that had been implemented in the first term of the new government and by 2001 some of the effects of such changes were beginning to be felt in the system. To start with, there were two departments responsible for education and training, namely the Department of Education and the Department of Labour. Both departments were influenced independently and differently by their advisors, international donors and lobby groups.

⁶ cf. SSACI, MINUTES OF A MEETING OF THE BOARD OF TRUSTEES, 14 March 2011

Education and Training

By 2001 the Department of Education had made big strides in making school education more accessible to all children. The country had not only expanded education provision, but had also been able to obtain what Holsinger and Cowell (2002) consider to be a precursor of successful massification of schooling, namely the adoption of a widespread cultural commitment to education. When the new government took office, the education cause was boosted immensely by the 'back to school' calls made by former President Mandela. Millions of students responded and enrolled *en masse*. Enrolment and retention numbers continued to increase steadily, according to the survival and drop-out rate study carried out in the country for its 12 grade school system (Ministerial Committee Report, 2008). Further evidence of increased school participation and improved secondary schooling outcomes comes from trends studies of the senior certificate examinations, which serve as the admission requirement for enrolment in the higher education system (Department of Education, 2009).

The expansion, progression, and throughput rates in the schooling system were however not met with the equal expansion of post-school opportunities. For example, the Department of Education had earlier on closed down teacher training colleges and these were the largest non-university post school institutions in the country. The one other post-school institution available for this huge outflow from the schooling system at the time was the technical college system. In 2001, the technical colleges were undergoing profound changes. A new Further Education and Training Act had been established in 1998 and was the first signal for significant sector changes to come. At the advice of the National Business Initiative (NBI), which had very close ties with the British Council, the amalgamation of 152 technical colleges into 50 Further Education and Training (FET) colleges, operating in 264 campuses, was proposed during this period under discussion and eventually took place from 2002. It was hoped that the new institutions would function and deliver the same as their UK counterparts. The jury is still out on whether or not this action increased or decreased post-school options for the youth in the initial stages. For a long time, this restructuring put a tremendous toll on these institutions, which were inherently weak. In the course of implementation of this restructuring, a myriad of issues emerged. Qualified staff left the system and a new leadership was brought in and in the majority of cases had no history of technical and vocational education. In 2007 a new curriculum, the National Certificate Vocational (NCV), was introduced in the FET colleges, and this was intended to replace the National Technical Education (NATED or N) courses, which supported the apprenticeship system in the country (which was in theory being phased out and replaced by the learnership system, discussed below).

Skills Development

The Department of Labour on the other hand was responsible for the apprenticeship system, training for the unemployed as well as sheltered training and employment for the persons with disabilities. The Department of Labour was also going about reforming this system and in 1998 introduced the first version of the Skills Development Act, which brought the National Skills Development Strategy (NSDS). This new shift came about with the privatization of training centres which belonged to the Department of Labour. By the advent of the new government, the apprenticeship system was already experiencing a decline and these training centres were under-performing. The apprenticeship system in South Africa was not small and had many tentacles which included the DoL's training centres. However, the largest training centres were the State Owned Enterprises (SoEs), and these trained above their requirements. The DoL's training centres served mainly as finishing schools, trade preparation and training for the unemployed. When Government took a decision to privatise the SoEs, the first area to be affected was the training units and a domino effect came tumbling onto the DoL's training centres. So, there was a further shrinkage in post-school options available for young people especially in the TVET area. The new

approach was meant to move the system away from the traditional apprenticeship system and replace it with the new learnerships⁷. This is at a time when the Department of Labour was moving away from the apprenticeship system and the Department of Education introducing a new curriculum⁸ and moving away from the 'old' curriculum⁹ that supported the apprenticeship system.

The Skills Development Act's most powerful innovation was to introduce a Levy system which was to be collected through the South African Revenue of Services (SARS) and distributed to the Sector Education and Training Authorities (SETAs) for the sole purpose of training and the National Skills Fund (NSF) for the training of the unemployed people. The National Skills Authority (NSA) was also established during this phase and its mandate is to advise the Minister on a national skills development policy and strategy as well as the allocation of subsidies from the National Skills Fund, and any regulations to be made.

The Economy

In Africa, there is a pattern that can be discerned between countries that attracted European settlement and thus facilitated growth promoting institutions, and those countries that were established as extractive and rent-seeking economies by colonisers (Schirmer, et.al, 2010). Early on, South Africa fell in the category of growth promoting economy, as precious minerals were discovered as early as the 19th century in the country. The discovery of minerals in the country quickly transformed the economy into a resource-dominated one. The abundant minerals also provided resources for the industrialisation of the country. However, it was the policies of the country through successive governments that ensured that the economy privileged the white population, and Blacks were merely seen as cheap labour to take out the minerals and had no stake in the economy of the country. The agriculture sector also developed and grew quite early on in the country and as in the mining sector, again ownerships were in white hands and blacks used as cheap labour.

The daunting task of the new government has been to restore an economy harmed by Apartheid, whilst also integrating the previously disadvantaged segment of the population into the main stream economy. Others point to an economic decline that started in the early 1980s and was sustained till the new government took over in 1995 (Du Plessis & Smit, 2007). The growth that was to follow was still modest considering this long economic decline. What is striking about the new post-apartheid growth is that it was the tertiary sector where the growth was the fastest and sustained, in comparison to the other economic sectors (Du Plessis & Smit, 2007). Also, the demise of Apartheid had opened a door to international companies that appeared on South Africa's door to trade or to use South Africa as a stepping stone into the rest of Africa. Whilst the rise of the tertiary sector and the internationalising economy contributed significantly to the growth experienced between 1995 and the recession¹⁰, it must be noted that both were building on low education and skills level. Even though the participation numbers in education were improving, the skills attainments were still not so relevant for the kind of economy that has been emerging. The global financial crisis of 2008-2009 has deeply impacted South Africa due to its financial and trade links with the rest of the world. As a consequence, Africa's largest

⁷ Learnerships were conceptualised along the same lines of the traineeships which were prevalent in the UK at the time. It was hoped that these learnerships can be taken in smaller units and would eventually culminate into the same full qualification as the apprenticeship.

⁸ National Certificate Vocational (NCV)

⁹ National Technical Education (NATED)

¹⁰ From 2008 onward

economy fell into recession half way through 2008 with loosing almost 900,000 jobs¹¹. The South Africa's economic sectors in 2013 are presented in appendix 4.

After the transition from Apartheid in 1994, it was decided by the new government that direct intervention in the redistribution of assets and opportunities was needed to resolve the economic disparities created by Apartheid policies which had favoured white business owners. A Black Economic Empowerment (BEE) policy was put in place. BEE intended to transform the economy to be representative of the demographics, specifically race demographics of the country. The BEE legislation was supported and functioned in conjunction with various other forms of legislation, including the Employment Equity Act, Skills Development Act, Preferential Procurement Framework and others. Since the inception of BEE, there has been a number of revisions to the Codes and purpose of BEE. The latest version is now known as the Broad-Based Black Economic Empowerment BBB-EE Act (53/2003) The BBB-EE has great implications for workplace training. The new Codes have been established in order to support, strengthen and promote skills development and employment, especially for the unemployed black persons who are most affected by the unemployment crisis in South Africa (National Business Initiative, 2015).

The Labour Market and Youth

In South Africa 57,2% of the employed is aged 35 – 64 years (adults). The share of young people in the unemployed group is large and is estimated at 64%. Where the majority of the unemployed are the young people between the ages of 15-35, youth are at risk to be captured by other social ills such as violence, crime, and alcohol abuse. The country's growth trajectory since attaining democracy has not absorbed labour at required scale at some point this raised a controversy of a 'jobless growth' (NPC, 2011). Today more young people have access to education compared with generations before them, yet unable to access the labour market in ways that are satisfactory. Appendix 5 demonstrates the demographics of young people who are Not in Education, Employment or Training (NEET) by race and gender. Whilst there has been some job growth in the labour market in the first fifteen years of democratic rule in South Africa, this growth has been far outstripped by the numbers of young people who entered the labour market at the same time.

The second problem for the young people has to do with the extent to which they have acquired the technical and vocational skills to enter the labour market, especially for the mid-level of the labour market. McGrath (2004) notes that South Africa's apartheid-driven industrial development path led to an intense polarisation of skills between high and low skills, leaving a big vacuum at the middle level. This has meant that the numbers of individuals with the necessary skills for this level has diminished over time even though young people have been staying for longer periods in education.

The Human Resources Development Strategy

The first attempt at a Human Resource Development Strategy (HRDS) by the government was made in 2001 and authored in the Department of Education. This strategy largely reflected the preoccupation of the Department at the time, namely schooling. There was very little understanding and engagement with the TVET sector in this first strategy document. According to Kraak (2010), this document was a 'non-event' as it remained at the level of generalities and lacked specific interventions. The strategy's 5 –year term elapsed and was not replaced.

¹¹ Sher Verick, Unravelling the impact of the global financial crisis on the South African labour market, Employment Sector Employment Working Paper No. 48, 2010, International Labour Organization, Geneva

In the gap between HRD strategies a new initiative on skills development surfaced from the President's office in 2005, and this was known as the Joint Initiative on Priority Skills Acquisition (JIPSA). This emerged out of the Accelerated and Shared Growth Initiative of South Africa (ASGISA), which was intended to support the much contested economic policy of the time – Growth Employment and Redistribution (GEAR). ASGISA identified skills as a major blockage to growth and thus JIPSA led by the Deputy President was established. JIPSA brought together high-level stakeholders to look at the unblocking of the skills pipeline and one of the results was a greater and urgent focus on bringing back the apprenticeship system as well as accelerating the process of artisan development. It was set up as a short term intervention which would phase out when the new HRDS was developed.

2.2.2 Part 2: 2009 – to date

The new Department of Higher Education and Training (DHET) was established in 2009. This completely changed the TVET environment of South Africa. DHET's remit are the Technical and Vocational Education and Training (TVET) colleges¹², Community and Adult Education and Training colleges, Universities, and SETAs. The public university system enrolls over one million young people in its 25 public institutions. The private university system is relatively small (± 300 000 students).

The Skills Development system in South Africa is composed of Industry Training, TVET colleges, Sector Education and Training Authorities and Quality Assurance agencies. Except for Industry Training, all other entities are accountable to DHET. However, it can be said that the DHET entities function disparately as coordination is lacking in the system. The SETAs are intermediaries in the education and training arena. There are 21 SETAs each classified according to the economic sectors. They all derive their existence through the Skills Development Act of 1999. They have also not escaped the many changes that have been on-going in the skills development space.

The establishment of DHET for post-school education has resulted in a growth, diversification and differentiation of provision in the college sector that has not been seen in this type of institutions. Now called TVET colleges, these institutions offer N courses, NCV programmes, Higher Education certificates, Occupational certificates and Skills programmes. The FET colleges were renamed again during this period to Technical and Vocational Education and Training (TVET) colleges.

It was in 2009 that the HRDS was resuscitated¹³ and a new Human Resource Development Council (HRDC) was put in place. Whilst there was an attempt to replicate the JIPSA composition, efforts were also made to broaden participation. At the beginning, focus was put on issues that JIPSA was engaged with, including artisan development, which included a commitment to apprenticeships. This has led to the establishment of an artisan development centre which collects information and serves as a call centre for country-wide artisan development efforts. There are many problems pervasive with the HRDC at the moment, which include its effectiveness, size, agenda, impact, and is generally not seen as the most useful tool to push forward the skills development agenda. It is a known fact that the private sector at the moment seems to have lost interest and its participation is quite low. Nevertheless, this is the highest body in the country that is trying to grapple with the issue of skills development.

Then in 2010, the Quality Council for Trades and Occupations (QCTO) was established. The QCTO is a Quality Council established in terms of the Skills Development Act, 1999. Its role is to oversee the design, implementation, assessment and certification of occupational qualifications on the Occupational Qualifications Sub-Framework (OQSF). Through its quality assurance function the QCTO ensures that

¹² Before called FET colleges

¹³ From the 2006 lull

those people who have completed their studies for an occupational qualification, and have successfully passed the final external integrated summative assessment, meet the required standards and are certificated. The QCTO is increasingly taking over the function of quality assurance previously designated to the SETAs, but is extremely challenged by the burden of setting up a new institution and capacity problems.

2.2.3 International Aid

During the period between the release of former President Mandela and the onset of the new government there was a heavy traffic of funds from the 'friends' of South Africa. This was the period when the African National Congress (ANC) as a 'government in waiting' was busy preparing for its policies in government. By 1994, a package of alternative educational needs was on the table and influenced the type of relationships the government wants to have with donors¹⁴. For example, Adult Education was a favorite for the Swedes and yet this was not an area that was high up in the government's agenda at the time. The Japanese would only want to build schools and were least interested in policy development. The European Union had a history of funding Adult Education, Early Childhood Development and Skills Development. The question that was being asked was how the previous initiatives with NGOs were to be channeled to the new areas that the new government was focusing on and how to migrate from NGO funding to government funding. This was during the Mandela presidency and donor interest was high.

When the country entered its third cycle of elections in 2005, and the education system got its third minister, different shifts were beginning to unfold. First, the country was being recognised as a middle income country and donors began to look at South Africa differently. For example the requirement for reciprocity in funding began to be an issue during this period. Secondly, the donor discourse was changing around the world as donor countries were beginning to ask what was in for them. Thirdly, many countries that had been strong initially, like the Scandinavian countries, had pulled out or were in the process of pulling out of funding South African education. Fourthly, South Africa also started to get request from other countries for support as well, especially from the Southern African Development Community (SADC).

At the time of doing this evaluation, the country is in its fourth cycle of political elections and has two Ministers of Education as the portfolio has been split into basic and higher education ministries. The country is no longer a favourite as a donor funding destination. The country competes for external aid as a middle income country. Countries that still give funds have dramatically shrunk to a handful. Basic Education is still receiving the bulk of funding. To date, the following countries continue to support South Africa's skills development projects: European Union; Germany; United States of America¹⁵, and Denmark. Although the number of countries that continue to fund skills development has declined, the amount of funding has remained constant. According to the governmental officials, what is different this time is that funding has become more aligned with the governmental priorities.

2.3 Reflecting on SSACI's Evolution

SSACI's evolution in skills development is well documented in the various SSACI reports. This section is not meant to duplicate this narrative, but to reflect on the trajectory of SSACI, given the context narrated above. During the period labelled as Part 1 (2001-8) in this section, SSACI first existed as mainly

¹⁴ This is based on an interview with the longest serving government official on international donor funding in education – Mr Ghaleeb Jeppie.

¹⁵ This is a very small pocket of funding for TVET colleges.

a grant-making agency. This is the period when both the Department of Education and Labour were in the midst of transforming the skills development portfolio and introducing new ideas into the system. This was also the period of great donor presence in the country and anybody who wanted to aid the country had to have resources to do so. The FET colleges were regrouping from the merger exercise. This period gave SSACI time to reflect on interventions for the future, whilst giving financial support to projects. Towards the end of this period, SSACI was beginning to have a stronger focus on technical and vocational skills training programmes and also managing some of the projects it was supporting.

SSACI's evolution coincided with a number of incidences in the wider context. It was the beginning of ASGISA and JIPSA processes. In these processes, the idea of shortages in the artisan development processes was given much prominence. There was a lot of confusion and sometimes resistance in the system. SSACI's intervention on Work-Based learning and exposure (WBE) was pragmatic and resonated well with the 'confused' providers in the system, without playing on any faction about learnerships vs. apprenticeships or NCV vs NATED. This intervention brought into focus the need to connect theoretical and work experience learnings. SSACI's work drilled down into tools and handbooks to help the struggling institutions implement the concept of WBE.

Over the years, SSACI has moved away from being a donor that funds disparate activities in the education and training field. Instead the organisation has concentrated its energies in the area of strengthening and making post-school relevant, where the demand has been high. This also is in alignment with governmental priorities. SSACI has put its efforts in the place where the chain seems to be weak – that of connecting institutional with workplace learning. SSACI has managed to work with other organisations concerned with the same matter, namely skills development, such as SETAs, NBI, JET, etc. Currently it has a high presence in the TVET college space. SSACI has been working very closely with DHET and supported it in the conceptualisation and proposal of a yet to be established institution, namely the South African Institute for Vocational and Continuing Education and Training (SAIVCET).

SSACI has been able to respond to the changing context in South Africa as well as influence changes in the policy development space. For example, when it became clear that the tools used for the artisan development system have disintegrated during the restructuring period, SSACI stepped in to develop new tools that would suit the new skills development system and connect the disconnected institutional and workplace aspects of artisan development. The work that SSACI did has eventually influenced policy development at DHET. Now, there is a branch of Work Integrated Learning (WIL) in the department which is grappling with standardising the approaches SSACI developed as well as drawing policy implication. The college stakeholders needed a recipe on how to integrate their work with workplace learning as well as improve their work placement rates. SSACI's work has helped tremendously in this regard. The employers also seem to have appreciated the structure that SSACI brought in working with the colleges. However, it also looks like it is time that SSACI did more for the employers now for them to stay interested and for more employers to be engaged.

3 Overview of the Programmes: Review of Performance

This section of the document focuses on the programmes that have been implemented by SSACI and reviews the extent to which these are considered to be effective (that is, whether the projects are meeting the agreed upon targets and outcomes). It also considers the extent to which these outcomes have contributed towards a longer term impact for the individuals (in terms of employment and the sustainability of enterprises) as well as systems change. This section also considers the costs associated with these projects and reflects on levels of efficiencies achieved.

The first part of this section looks at all the projects funded during the period 2001 – 2015, including what SSACI terms the flagship projects - projects which incorporate an **‘innovative** training programme, with high potential for **systemic impact** and **sustainability** beyond the period of external funding’. These flagship projects ran through the duration of the period under review.

3.1 Analysis of the Projects: reviewing the data

3.1.1 Overview

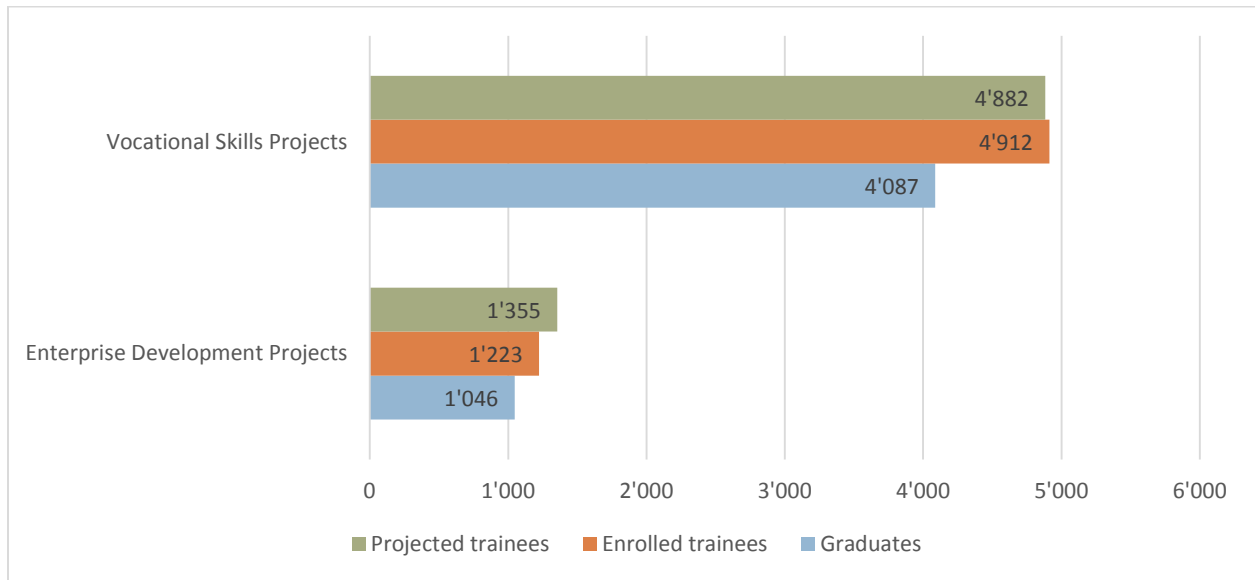
This section provides an overview of the key projects undertaken in phases 1 -3. The list of projects is included in appendix 6. Note that for the purposes of this report, all data on ‘Other’ projects has been excluded as they typically did not have outputs or outcomes in line with the other projects. Note also that in terms of outputs and outcomes, SSACI only had a logframe detailing targets for phase 3 projects: a respondent from SSACI indicated that, in phase 1 and 2, the Swiss Development Cooperation was monitoring the process rather than the outputs. It was said that this was the first time that the SDC had facilitated a public-private partnership of this nature, and that they were therefore interested in establishing the value of the model and the processes that would be required to ensure its success.

3.1.2 Training Outputs

The diagram below (Figure 1) highlights the outputs of the training element of all of the various projects funded by SSACI between 2001 and 2015, however those phase 3 projects which are more systemic in nature have been excluded from this analysis as many of these interventions do not have defined training outputs.

It can be seen that a total of 6,237 (4,882 + 1,355) trainees were projected to enrol in training in the various projects, and an actual number of 6,135 trainees actually enrolled. Of those that enrolled, 5,133 graduated – an overall graduation rate of 84%, with 83% of those enrolled in Vocational Skills Development training projects graduating and 86% of those enrolled in Enterprise Development training projects graduating. The graduation rate for Vocational Skills training projects may though increase as some of the phase 3 projects have only begun recently and the graduate rate therefore cannot yet be calculated.

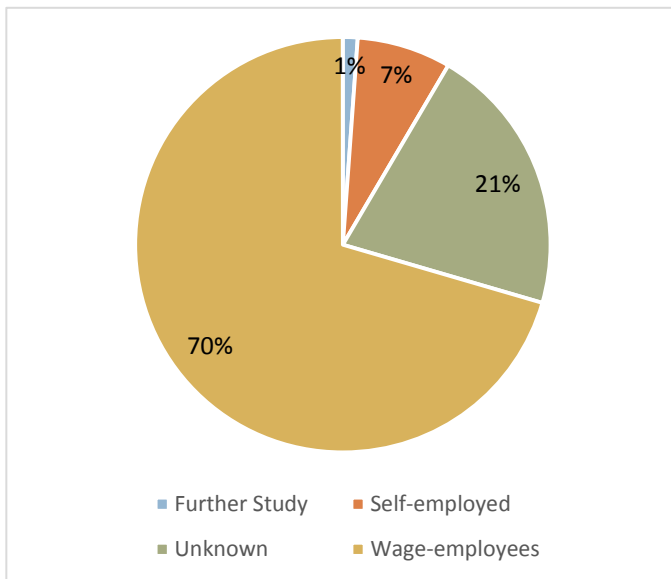
Figure 1: Training Outputs of SSACI funded Projects



The high correlation between planned and actual enrolment is an indication of good planning, often with the assistance of SSACI, and graduation rates are also high for programmes of this nature.

3.1.3 Outcomes

Figure 2: Outcomes – Vocational Training Projects

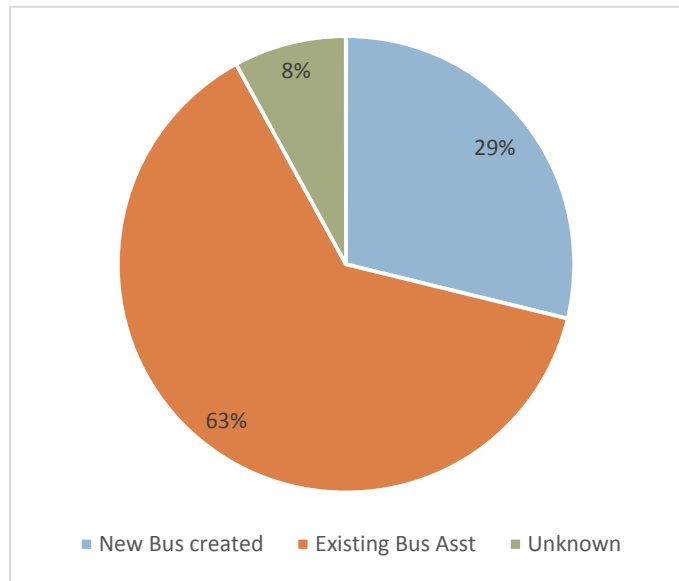


As noted above, one of the key outcomes of the SSACI process was that young people receive the training necessary in order to enter and then retain jobs. As the diagram to the left shows, 2,881 (70%) of those who graduated from **Vocational Skills Projects** went into wage employment and 299 (7%) became self-employed. 47 (1%) went on to further studies. 860 (21%) of the graduates from vocational skills projects were lost to follow up¹⁶.

¹⁶ SSACI indicated that they did follow up calls with students in order to check their status every six months for around 2 years after the students underwent the training

In relation to the outcomes of the enterprise development projects, the focus was on the percentage of youth who went through the programmes who then became self-employed (in small businesses). It is noted that the SSACI approach to supporting young people in small businesses shifted in phase 2, from assisting young people to start small businesses to assisting young people who had already started small businesses to grow and develop those businesses. As figure 3 to the right shows, of the 1,046 graduates of the various Enterprise Development projects, 649 (62%) continued with their existing businesses, and 296 (29%) started new businesses. 82 graduates (8%) were lost to follow up.

Figure 3: Outcomes - Enterprise Development Projects

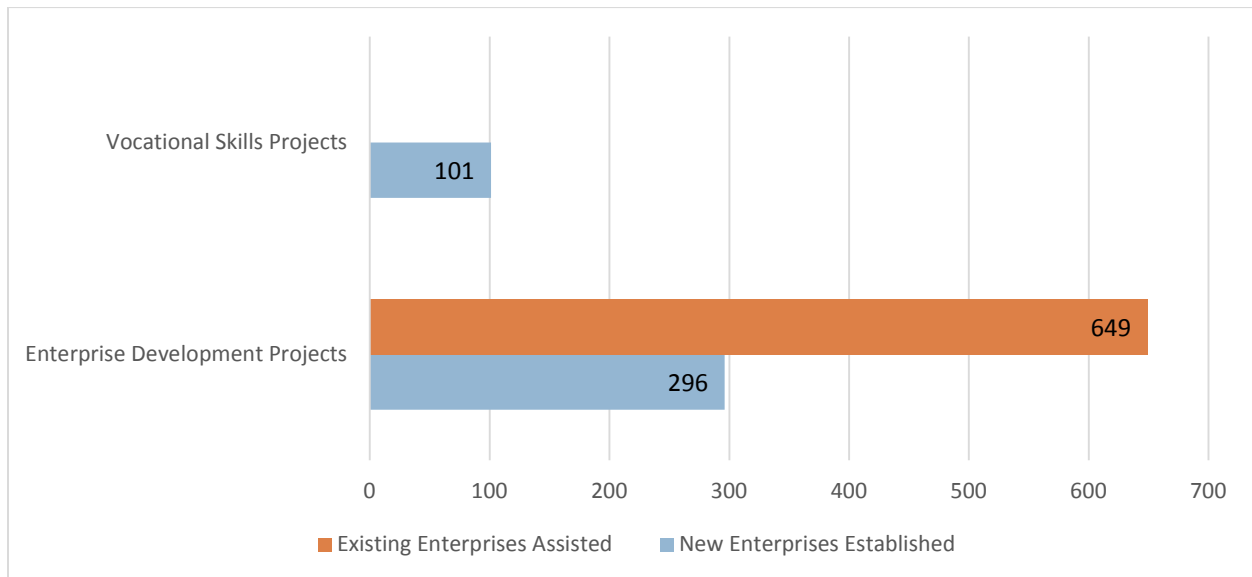


3.1.4 Impact of these programmes

As shown in figure 4 below, during the course of the programme, a total of 397 (296 + 101) new enterprises were established (of which 296 were initiated through the enterprise development projects and the remaining 101 were from vocational training projects).

The impact is over and above the 649 existing enterprises that were assisted and sustained.

Figure 4: New Enterprise Impact



Of importance is that the above-mentioned businesses resulted in creation of **1,398 new jobs**: that is, jobs that did not exist prior to the SSACI interventions (and that are over and above the individual who

was assisted and was indicated previously). In the context of the continual discussion about how to create new jobs this is seen as a **very important impact**.

3.1.5 Total Costs

A total of R101, 478,800 has been spent on all projects in the period under review. Of this, R71,394,800 was spent on general Vocational Skills Projects (70%), R7,843,000 (8%) on systemic Vocational Skills Projects, R18,580,00 (18%) on Enterprise Development Projects and R3,661,000 (4%) on other projects.

The table below shows the average cost per project, the average cost per graduate and the average cost per graduate who went into work¹⁷ (either as a wage employee or into self-employment)

	Total Cost	Ave Cost per Project	Ave Cost per Graduate	Ave Cost per Graduate into Work
Enterprise Development Projects	R 18,580,000	R 1,858,000	R 17,763	R 10,878
Vocational Skills Projects (General)	R 71,394,800	R 1,741,337	R 17,469	R 22,451
Vocational Skills Projects (Systemic)	R 7,843,000	R 2,614,333		
Other	R 3,661,000	R 915,250		

In the absence of data from similar programmes that have been implemented in SA it is difficult to make an evaluative statement re comparative costs, though it is noted that interviewees made frequent reference to the efficiency with which the projects have been implemented. Further, SSACI from the very beginning presented some basic cost-benefit considerations in its annual reports. The 2003-04 Annual report specified: *“The average cost of the vocational training projects was R19’163¹⁸ per person trained and placed in employment. Graduates of these projects typically went from training into jobs paying R2’500-R4’000 per month. Without training, these youths would have remained unemployed or found unskilled jobs at the national minimum wages of R680 per month in rural areas and R800 per month in urban areas.”* (p6).

However, already the 2005 evaluation stated that “at present, SSACI has no comprehensive mechanism in place to judge upon the relation between benefits generated and costs occurred, neither at monitoring nor at evaluation level. [...] So it is very difficult to make any comparison between funding alternatives or to try to hold the effects of one project against the other with the objective of even better investing the available funds in the future”. **Unfortunately until now SSACI adopted no methodology to systematically measure its results against a counterfactual or to compare its different interventions’ cost-effectiveness.** We understand that moving at a more systemic level, attributing quantitative benefits to the SSACI interventions becomes extremely difficult. This may be the reason why SSACI mainly claims the enormous cost-inefficiency of the SA skills development system due to high

¹⁷ Note that the reason that the cost per graduate for Enterprise Development Projects is higher than the cost for Graduate into Work is that comparatively few participants ‘graduated’ from one of the major ED projects (Basic Entrepreneurial Skills Development) as it was explained that this was a modular course and few participants did all the modules which was a requirement for graduation. However, even those who only went through a few modules were assisted in establishing or improving their small businesses.

¹⁸ Almost 4’000 CHF at the December 2004 exchange rate of (1 : 0,201).

dropout-rates. Accordingly technical assistance interventions to improve this through-put rate seem to be very cost-efficient. Even a small improvement in the pass and through-put rates would produce colossal savings for the budget. However, mere hypothetical assumptions may not be enough.

3.2 Views of Survey Respondents

3.2.1 Perceptions about whether the objectives of the Projects were achieved

10 of the 11 project managers (representing a good % of the projects that were funded by SSACI as indicated in the methodology) stated that they thought that the objectives of the project had been completely or mostly achieved. The explanation for these responses (with respect to the achievement of objectives) was provided in terms of the opportunities that graduates from projects were able to access after the projects and the percentage of learners that have been able to sustain these opportunities.

3.2.2 Achievement of the outcomes of the Projects

In relation to what happened to learners or project participants after the project, respondents were asked what they thought had happened to the graduates from their projects. The most selected option in terms of what happened to 'almost all' of the participants after completing the project were 'went on to formal employment', and the most selected options in terms of what happened to 'a few' of the participants was 'went on to further studies (both accredited and non-accredited) or were unemployed'.

When asked what the project participants are doing now, most respondents think that 'almost all of their participants are now employed', although four thought that they were 'unemployed' and four 'don't know'.

When asked how many project participants had got and kept employment after going through the project, of the eleven total respondents, four respondents indicated 'between 21 and 50', and three respondents said 'more than 101'¹⁹. These results appear to triangulate with those figures provided to the evaluators by SSACI and therefore offer further credibility to the data provided and the reported results.

3.2.3 Perceptions of the projects surveyed of the wider impact of the projects

The response with respect to the achievement of objectives was further emphasised by some of the respondents with respect to the system impact of the projects. When asked if they thought that the project had resulted in any systems change, four respondents thought that it had, and indicated as follows:

- Change in university selection criteria
- The DHET has recognised the importance of student support for student retention and success and provides funding to HEIs for the provision of student support.
- The most important change was to adapt Timbali's amaBlom model to integrate new unsophisticated rural young farmers into existing highly sophisticated cut-throat markets by providing technical skills training and business development services to emerging farmers that is now serving as a model for the support of small-scale commercial baby vegetable- farmers in a Job fund contract to create 805 jobs

¹⁹ Note that the total number of individuals that attained employment was not calculated based on this data as many respondents provided indicative responses and so the SSACI data was considered to be more reliable. These responses were only compared with the SSACI data to establish the broad credibility of the SSACI data (as indicated).

- Employers are willing to employ youth without prior work experience

Five of the 11 respondents indicated that their programme was still operating and therefore suggested that it was premature to evaluate the impact of these projects. However the extent to which these appear to be on track toward achieving a system impact was discussed in more depth in the interviews and panel discussions.

3.3 Views of interviewees and panellists

During the course of the interviews and panel discussions considerable comment was made about the nature of the programmes supported by SSACI and the extent to which these are selected in a manner that is consistent with the broader objectives of the organisation: interviewees indicate that project ideas have to align with the SSACI policy and once approved by the board have resources tagged to the idea. They clarify that projects' are only approved if they are aligned to South African policies and that there is the possibility that the South African government could take over the project for scaling up and/or integrating it into their policy and budget framework.

This discussion outlines the projects implemented by SSACI and reviews the extent to which respondents believe that these projects are successful. It should be noted though that much of this discussion focused on current projects though reference is made to earlier projects as relevant. The overarching evaluative comment is made about these projects at the conclusion of this section taking into account all of the findings provided in this section.

SSACI has played a key role in conceptualising and developing WBE for students almost since inception; they have trained TVET colleges to implement WBE, have developed materials to support WBE and have explored ways in which WBE can be integrated into the programme and/or could enable individuals to access the workplace after graduation. In terms of the integration of WBE into the NCV: One partner respondent noted that the project had begun with engineering students and had extended to other learning areas, including business studies and hospitality. She indicated that the intervention of SSACI had been vital in ensuring that colleges were supported in establishing the necessary partnerships with industry and in funding the pilots. She further noted that while SSACI had been very 'hands on' in the early stages of the project, they have retreated as the college has become more self sufficient. She also indicated that the SSACI pilot had highlighted "*how much funding will be required to ensure the systemic embedding of work based exposure*". Given the systemic nature of the intervention, SSACI no longer directly counts the number of learners that undertake WBE and TVET colleges report these directly to DHET on a quarterly basis. SSACI indicated that in 2013, around 12 000 students underwent WBE, in 2014 it was around 15 000 and in 2015 they expect around 16 000 students to go through this element.

SSACI is also driving the development and implementation of a project for Work Integrated Learning (WIL) for lecturers. This project initially focused on the placement of TVET lecturers in the workplace as SSACI recognised that they needed to design a project that specifically considered the needs of lecturers in such a programme; this recognised that these needs are different to those of students. They therefore designed a WIL programme for lecturers including tools that will support the process. The project has the support of the SETA responsible for TVET lecturer development and the DHET. This work has grown and SSACI is now also working with the Cape Peninsula University of Technology (CPUT) to consider ways to integrate WIL into the formal TVET lecturer programme offered by higher education institutions to students wishing to become TVET lecturers as well as for lecturers in the TVET colleges that wish to

acquire a formal qualification. In addition there has been an agreement between the partners that they will jointly undertake research to address “the questions we want to answer” so as generate new knowledge about ways to improve the quality of TVET lecturers.

TVET college respondents emphasised that they felt that considerable progress has been made with respect to the learner WBE and lecturer WIL projects.

In terms of WBE for students, TVET college respondents are very positive and state that with the support of SSACI they have grown the number of students that undertake WBE from each year and have a clearer understanding of what should be achieved in each year (noting that some of the colleges have taken the learning from SSACI further and have developed a clear schema per year). They also indicate that these practices are increasingly institutionalised and TVET colleges are putting capacity in place to sustain this programme. They believe that it is having a valuable effect on the learners in terms of their studies and attitude to learning. Other respondents confirmed these views and are very positive about this programme and the role that SSACI has played. However they note that there are still geographic and subject areas that pose real challenges for WBE. It was also highlighted that there continues to be a debate as to whether all WBE should result in formal learning outcomes or whether there continues to be a space for WBE that simply provides exposure to students and an understanding of the workplace but that is not linked to the actual skills that the student is seeking to acquire through their programme.

TVET colleges generally state that lecturers are able to explain the workplace context to students as a result of lecturer WIL and suggest that there are examples in which lecturers are able to link the lectures within the college to practices that are in the workplace drawing on their WIL experience. They suggest that SSACI has been a critical partner in enabling WIL for lecturers to take place both in terms of the role that they have played in linking TVET colleges to employers and in terms of the guidelines and support that they have offered to TVET colleges to enable them to implement this intervention. However, interviewees – from TVET colleges, DHET, SSACI and higher education institutions, acknowledge that there is considerable work to be done in terms of institutionalising this programme suggesting that lecturer WIL remains outside of teaching and learning and instead is located in HR. They indicate that this results in several challenges with regards to implementation. Interviewees also indicate that whilst there has been work undertaken to consider how best WIL for lecturers can be integrated into the formal qualification for lecturers in learning institutions that will be entering TVET colleges and into CPD for these lecturers in the workplace this aspect remains a challenge that will need to be a focus going forward.

In addition to WBE for learners and WIL for lecturers, SSACI has also begun to support the “Dual System Apprenticeship Programme (DSAP)”, which offers an extended form of WBE for students within the TVET Colleges: this programme has adapted the models from Switzerland (and Germany) and has involved a number of key partners piloting the dual artisan programme in the TVET colleges through the NCV, now the Nated and soon – with the support of GIZ – in a new occupational qualification. The programme focuses on learning about the viability of these models and attempts to document these experiences to support the policy and curriculum development process.

Panellists and interviewees also commented extensively on the Dual Artisan Programme. Most highlighted the real challenges that have been encountered in implementing this dual programme within the context of the NCV citing the difficulties relating to the demanding schedule of the NCV (noting that the students in the Dual Artisan programme are exempt from mathematics and English as

they already have these fundamentals). Despite this “lighter” programme it was still found that students struggled to cope with both components, though lecturers within the TVET colleges state that these learners are able to relate their experiences in the workplace to their learning in the classroom and that as a result they are able to engage more deeply in the NCV and with greater levels of success. Many respondents suggest though that whilst there are successful aspects of this programme – and colleges are enthusiastic about continuing with the programme – the NCV is not ideal for the Dual Artisan programme. At the time of this review SSACI was about to pilot the programme using the Nated programme and was working with GIZ to explore possibilities for implementing the Dual Artisan programme in the context of occupational qualifications. One respondent explained that the key role that SSACI is expected to play in this regard is to document the different experiences so that it is possible for a careful review of the advantages and disadvantages of each approach so as to enable role players to determine how best to proceed. It is noted that there is one critique that the Dual System Apprenticeship Pilot concept was not sufficiently studied by DHET and SSACI before implementation suggesting that there was a need to adapt the programme to the SA context taking into account factors like levy, funding streams and legislation and curricula. However others indicate that the project represents the study and will allow for deep learning which can then inform future policy and curricula decision.

Closely related to the above-mentioned project, SSACI has also been working on the [SwissCham project](#). The project was initiated by one member of the board who is also involved in the Swiss chamber. It has been implemented for the past year and also involves a combination of institutional and workplace learning. The Swiss chamber mobilizes Swiss companies to collaborate with the two partner TVET colleges in Gauteng. It was initially funded entirely through a contribution from the Swiss Embassy and from SSACI’s own funds. Funding for this project is now being sought from the NSF.

Interviewees from the SwissCham project are typically very positive about the initiative emphasising the value of having the strong involvement of lecturers and employers involved in one initiative.

In addition, since April 2015 SSACI has also been leading the coordination between industry and government for the design, development and implementation of a bookkeeping dual artisan programme. This is still in an embryonic stage and so it is not possible to provide evaluative comment. SSACI is also working with other SETAs to support the implementation of artisan programmes.

Respondents, commenting on these projects had varied views about the role of SSACI in these projects and the value that they bring in forging partnerships between employers and TVET colleges across these projects. Role players in the SwissCham project highlight the importance of this role and the relationships that have been developed; this is seen as a particularly critical finding given the challenges highlighted by all role players with respect to securing sufficient employer commitment to working with TVET colleges. Other respondents concur with this perspective and state that in a difficult environment SSACI has been very effective at involving employers in programmes that they are managing. However other interviewees are less positive about the role that SSACI has played in this regard stating that in some cases, whilst SSACI secures the involvement of employers, they do this in a way that does not take existing relationships into account and this creates a number of tensions.

With respect to the extent to which SSACI has supported the system to implement WBE there were also a number of views. DHET interviewees, commenting on all of the above-mentioned programmes, highlights the positive impact the work that SSACI is having can be seen in the institutionalising of WBE

for students – stating that it is now scaled up to all of the colleges. In particular they highlight the role that SSACI has played in supporting artisan programmes and in the involvement in the conceptualising of the new vocational institute SAIVCET. The acknowledgement that SSACI has received from the Minister of Higher Education and the mention of SSACI in the "White Paper" were also mentioned as evidence of the impact that SSACI has had.

Many of the employer representatives confirm that SSACI participates effectively in forums (relating to artisan development and WBE) and encourages and supports employer involvement in these processes despite the difficult economic climate and the changes being made to the SETAs and the levy scheme. However others indicate that the SSACI processes and guidelines are too complex and need to be simplified. SSACI interviewees recognise these tensions and acknowledge that they need to get the balance between supporting DHET and providing valuable support to employers' right. They state that this is an area that they need to address in the future.

The other area of work that SSACI has been involved in relates to small business development although it is indicated that this aspect of the SSACI programme will be phased out entirely. SSACI has been working with Timbali to support an incubator model and a respondent from Timbali noted that the SSACI intervention had been vital in allowing them to 'experiment' with different approaches to developing a replicable model to support small scale vegetable farmers. The respondent indicated that the initial model was tested on existing farmers and existing supply chains and was a dismal failure. They then changed it to the Agripark model which has been a resounding success. This model has been replicated in Komatiepoort, Lydenberg and Messina: *"As a result of SSACI's intervention and assistance the project has stayed on track and the initiative has just been awarded a R94 million contract. As a further result of the success of the project TTI has been able to raise additional funding through the Jobs Fund and is in the process of bringing a second application for additional land tenure."*

3.4 Extent to which these findings are consistent with previous evaluative studies

The views highlighted by panellists are consistent with those raised in previous evaluation reports. In an evaluation completed as early as 2004 it was indicated that SSACI is very effective as it supports training that enables graduates to apply acquired skills without getting further support. They state that SSACI recognises that the core task of training involves bridging the gap between the learning during a training process and the practical application of what has been learned. The evaluation also suggests that it is valuable that SSACI funds quite a variety of service providers to offer a range of programmes as it both supports innovation – testing the grounds in different ways – and risk management – avoiding to bet on a single horse. It reports that the testimonies of trained young South African people show the overwhelming impact of a comprehensive skills training that integrates life skills and bridges over to real job placement, including assistance in establishing micro-enterprises. They also offered a number of examples, which illustrate the cost effectiveness of these programmes. They suggest that a key factor to the success of SSACI is that it has a clear focus and that it concentrates on one area.

The following year there was also an evaluation, which was also positive but focused more on the strategic issues of the programmes itself. Of importance for the programmes, and this relates to tensions already raised about the need for a balance between SSACI doing work for government or for employers, is that this report suggested that SSACI must prioritise getting more government funding from SA and more private sector involvement from SA.

In 2009 further evaluative work was undertaken including a tracer study, which highlighted high levels of satisfaction with the quality of the programme and this was reinforced by other aspects of the evaluation, which emphasised the value of theory and practice being integrated into the programme. The evaluation observed that learners wanted additional information and practical support to access placement opportunities or small business support. However, the evaluation emphasises that extent of the concerns expressed needs to be read within the context of the finding that 72% of the learners have accessed some form of employment and the high percentage of learners that indicate that they access employment through the assistance of a provider. It was also reported that the learners had accessed what appear to be quality jobs: that is, 64% of these learners are earning more than R4000 per month and a further 19% are earning between R3000 – R4000. This finding is reinforced by the fact that 66% of graduates are above average satisfied with their current job and this percentage increases to 92% if one includes those people that indicated that they are satisfied to an „average“ level. The evaluation observes that a key finding emanating from the case studies is the value of spending time and energy determining in which area a programme should focus. It was found that all of the SSACI supported projects were determined based on an identified area of growth, which would result in increased opportunities for employment. In most of the case studies it was found that there had been a clear process for determining who the target group is intended to be and a rigorous selection process has been put in place.

In 2010 an evaluation was completed which focused on the institutional issues pertaining to SSACI, which stated that SSACI has earned respect amongst its stakeholders as an incubator and innovator of ideas to inform government policy. It observes that SSACI is perceived as a successful initiative that has remained successful because of its flexibility, small size, ability to think of and experiment with innovative ideas and mechanisms and its hands-on ‘can do’ approach. It reinforces previous comments made about the importance of SSACI remaining focused and not spreading itself too thin and states that SSACI is perfectly designed and positioned to play an incubating and experimental role for ideas around enhancing youth employability, improving the quality and relevance of vocational education and training and youth employment, as well as in partnering with the private sector to ensure that the skills training matches the market requirements. The evaluation though points to the need for SSACI to improve its lobbying and advocacy, its communication and marketing, and to build on its successes by rolling out future successful projects. It also reiterated the need for SSACI to work towards a closer and more formal relationship with government and attracting partnerships with the South African private sector to decrease its financial dependence on the Swiss. Of interest is that this evaluation considers the extent to which SSACI programmes have taken gender issues into account finding that SSACI seeks to ensure that at least half of all project participants are female which it suggests is important in increasing the number of women in typically male-dominated areas of work. It suggests though that in its next phase of development SSACI could address some of the structural causes underpinning the gender imbalances and the status of female youth.

The 2014 evaluation of the Dual-System Apprenticeship Pilot programme observes that the project aims to test the value of dual-system apprenticeships for South Africa, i.e. their practicality for local conditions, their effectiveness, their costs and benefits, and their appeal to local employers, and to establish whether National Certificate (Vocational) programmes at public TVET colleges can provide the requisite knowledge component of trade apprenticeships. They note that the DSAP has provided a facilitated space where lecturers and employers are able to meet and discuss issue related to training

towards industry standards. The evaluation also states that employers involved in the DSAP are positive about the DSAP and see the value in forging closer relationships with the colleges in order to begin to bridge the divides that exist between college training and workplace training, that through the DSAP lecturers have been exposed to industry and industry standards for competence more than they would have had they not been part of the DSAP and that the apprentices have obtained exposure to the type of workplace that they hope to enter one day.

However they observe that, *“the ability of the implementing partners to deliver the DSAP to the apprentices has been somewhat over-estimated and in this way SSACI has had to provide additional support and guidance on a number of issues throughout the project thus far”*. They include issues pertaining to contracting processes, that the colleges did not always adhere to the pre-determined student selection criteria and some employers did not apply due diligence to the selection and interviewing processes of apprentices. There are also challenges relating to the completion of the logbooks. Finally they note that there are communication challenges in the project amongst role players.

3.5 Overarching evaluative comment

Based on the above, it is suggested that the programme has had considerable successes and has also been able to learn from the challenges that have been experienced during implementation so as to enhance the efficacy of the programme. There is also evidence of good project planning evidenced by the high correlation between planned and actual enrolment. The data also suggests high graduation rates (and particularly so when compared with other similar programmes in SA). Further, whilst interviewees and panellists suggest that in some cases it is premature to evaluate impact (and particularly with regards to the non-trade work) evidence of initial impact was provided and can be summarised as follows:

- **Models tested** of WBE and WIL (for students in NCV, lecturers in TVET colleges and in context of Dual Artisan Programme),
- Certain **interventions have been institutionalised** (WBE in TVET colleges) whilst others need work and more constructive engagement with role players if this is to happen,
- **High employment and self-employment rates** as a result of the training (based on tracer studies) and
- **High numbers of ‘new jobs created’** – jobs that didn’t exist before.

4 Institutional Development

4.1 General

SSACI has a clear definition of its mission and has clearly formulated objectives, toward which its actions are oriented. Most staff members are familiar with SSACI’s general objectives and strategies. But not all staff knows the explicit strategies for achieving its objectives.

Board of trustees

The Board of trustees with five trustees was constituted in 2001. The deed of trust had been amended three times (2005, 2012 and 2014) to increase the number of trustees²⁰ and to adjust the formula for

²⁰ The number of trustees should be not less than five and not more than eight persons

representation of stakeholders needed. The formula for representation of stakeholders had to be adjusted to reflect the end of funding from SDC²¹.

The functions of the Board are managing and supervising the achievement of the objectives for which the trust is established. The trustee's roles are ensuring that SSACI is well run, strategic issues are defined and discussed and strategic orientation given although fund raising is not covered. Trustees have to participate in sub-committees (e.g. HR). There were times when the Board didn't meet four times per year and when Board members objected that discussions in the Board were not stringent enough because issues were repeated year after year. "The Board has to be strategic and must have an impact".

SDC initially indicated their intention to withdraw from the SSACI Board in 2011 but remained a partner until December 2014. Until May 2015 no new private or corporate sponsor had been secured, so the additional seat on the Board representing them could not yet be filled.

PPP

As elaborated earlier in this report SSACI was seen as the first pilot project with the aim of accelerating the SDC's co-operation with the private sector. The concept of SSACI being a PPP or PDPP has been evaluated in 2008 and in general the corporate partners were very happy with the results of SSACI. They were fully convinced that SSACI's projects are useful, well-managed and well-targeted. A clear majority of managers interviewed were in favour of continuing to support SSACI in the future, some even with an increase in funds. At that time SSACI's partners agreed that the number of partners should increase in order to expand SSACI's projects and to assure SSACI of long-term funding. Most of the partners said that it could be advantageous for the partnership to integrate more South African corporates and the South African government should be more integrated into the partnership but government should not become the sole driver: a balanced partnership should be sought²².

From the beginning the SSACI PPP was based on the matching grant approach of SDC. SDC topped up the same amount companies were providing (50%:50% shares). Companies paid their contribution without direct benefit. They were happy to be mentioned as sponsors (image). However in the last five years the matching fund was reduced because Swiss companies have left except a few (Schindler, ABB, Nestle). The main advocates of SSACI or the PPP today are the Minister DHET and the remaining Swiss corporates.

Trustees and board members interviewed believe that the PPP idea is a good concept because companies are complementing each other for common objectives but also spreading risks. However they also question that with the fading number of Swiss corporates the original PPP idea might be gone. Today SA government is providing funds to SSACI to implement projects. What is lacking is an equivalent number of private companies.

Since SSACI's financial reserves had been created by contributions from both the public and the private sectors in Switzerland and SA, SSACI could for the foreseeable future continue to describe itself as a public-private partnership in development. But what is needed is a PPP that really touch the companies' core business and provide skilled staff for them. More of a business-driven and less of a CSR or CSI driven partnership.

²¹ Board meeting October 2014

²² Board meeting July 2009

4.2 Views of SSACI staff

SSACI's management

SSACI has a functioning management (CEO) that is sufficiently alert to the steering of the organisation and avails himself of today's standard instruments for planning and steering of SSACI. But there is critique by some staff that in addition to their more administrative managerial tasks, they are not utilized to perform tasks of leadership. In their opinion the style of management and leadership is not in full harmony with the purpose of SSACI and their needs.

SSACI's incentive system does not satisfy all staff and needs to be improved in a way that positive behaviours are rewarded and conduct displaying room for improvement is corrected. There is a small budget for rewarding excellent performance. However, this does not seem to make a big difference to staff performance.

SSACI has 3 layers of M+E: their internal monitoring of projects, external evaluations of projects (mandated by SSACI) and external evaluations of SSACI as a whole (mandated either by SDC or others by the Board on behalf of all trustees).

Personnel/management/leadership

The staff numbers of SSACI have grown from only 2 full-time employees in phase 1 to 4 full-time and 1 part-time employee plus 1 intern in phase 2 to the present size of 9 full-time and 1 part-time employee plus 1 intern. SSACI is still a small entity but highly competent. The management style/leadership of the CEO is impressive and effective. He has trained new staff and tried to empower them although there is still a high level of reliance on the CEO. SSACI's management is one person = CEO. Already in Dec 2010 the Board agreed that the position of Programme Manger be upgraded to Deputy CEO and that an office administrator be hired to take the load of day-to-day administrative tasks off the CEO and Deputy CEO and free them up for more strategic activities. The post of Deputy CEO was given to the longest-serving project manager at that time, Ms Thantshi Masitara, who resigned a few months later. No other employee was considered experienced enough for the job, so the post was left unfilled. In 2014 the Board decided to appoint one of the senior staff as a deputy CEO in the second half of 2015 but it has not yet been acted upon.

Institutional environment

SSACI has a good understanding of the primary recipients of goods and services and maintains partnerships with other organisations. But half of SSACI's staff thinks that organisations with which SSACI competes are not monitored continuously. This could mean that either SSACI doesn't have strong competitors or SSACI feels not threatened by them.

SSACI is well known in its field but not beyond that. It needs to inform more people in more depth about its objectives and activities. SSACI has to serve many masters / clients, e.g. DHET, industry, colleges, students, funders. SSACI has done well in some cases (esp. DHET, colleges and students) but not so well with industry and funders. Actions required are in "private sector engagement". But despite actions in the past and due to the shrinking SA economy industry / businesses do not see the need for skills development. Thus despite SSACI's effort to bring industry on board, it didn't have the desired result.

Culture

SSACI is committed to clearly defined basic values, toward which it orients its actions and has an intact working climate that is conducive to the production of goods and delivery of its services.

Structure and processes

SSACI's structures for division of labour are clear and the tasks, responsibilities and the necessary decision-making competences are distributed on a logical basis. SSACI's core work and support processes are clearly defined and responsibilities clearly allocated throughout. Each project manager has a functioning system of documentation and filing that works well for her/him. However, central filing and shared information storage and management are ongoing problems.

Human and financial resources

SSACI has at its disposal sufficiently highly qualified staff to be able to perform its mandate. The infrastructure needed to produce goods and deliver services is in place and is of sufficient quality. SSACI has limited financial and human resources. Staff tend to make up in quality what they lack in quantity. However, SSACI is constantly over-stretched. Most outsiders are amazed at what SSACI can do with such a small staff.

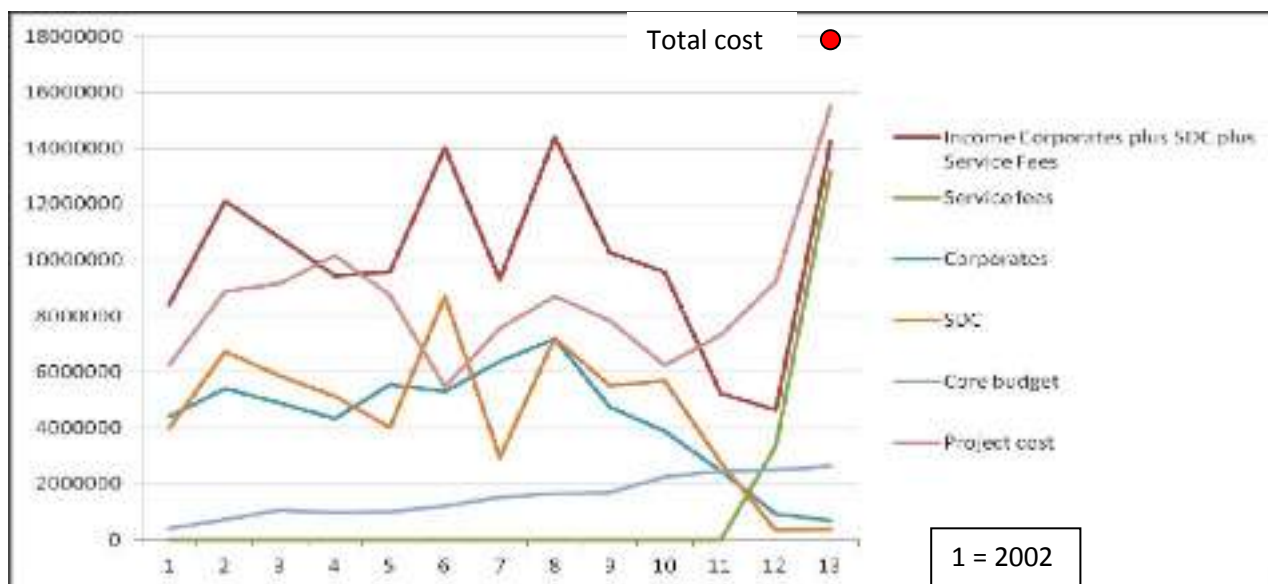
With 13 sponsors the financial support from Swiss corporates reached a peak in the second phase. This figure went down to 10 at the beginning of the third phase to 4 sponsors currently²³. The average individual contributions were about R 500'000 in 2010/11 and R 225'000 in 2014. The drop of corporate funders is seen to be a result of the concern raised by corporate funders that they do not see a direct benefit for them in funding SSACI's work stating that they already pay the skills levy which is intended to support skills development in SA. The perception that the NSF is sitting on billions of Rand which are not spent to address the skills problems is also raised and further de-motivates industry from wishing to fund other skills development initiatives.

The graphic below illustrates the steady downsizing of corporate sponsorships over the last 5 years. Since SDC funds were matching grants this support went down as well. The total funding has shrunk between 2009 and 2013 by 68% from R 14.4 Mio to R 4.6 Mio. As a consequence a funding gap had to be filled. In 2014 the underfunding was about R 4 Mio.

Figure 5: SSACI Corporate Sponsorship

23 ABB, Schindler, Nestle and Tavrida

ZAR



At the AGM 2013 SSACI stated that it would likely end the year with a reserve of about R20'000'000 to provide investment income from which core organisational costs would be funded. In 2014 the interest p.a. was R 1'286'512 covering about 50% of the core expenditures (Appendix 7)

To mitigate any risk of a funding crisis, SSACI always retains sufficient cash reserves to cover all its current commitments to projects, creditors and staff, plus at least six months' core organisational running costs. To fill the income gap SSACI in 2013 and 2014 submitted proposals and received an income through service fees from merSETA, HWSETA, Taletso College, JET, NSF and the Embassy of Switzerland (Appendix 8). About 3 months ago, SSACI submitted proposals to TETA, CHIETA and BANKSETA for funding for the college WBE programme. CHIETA gave a negative reply and the other two have not yet responded.

For the future SSACI's business model has to ensure that its projects are funded from an outside source - this puts constraints on SSACI's earlier flexibility.

Without SDC core funding we have to ask what kind of firm/NGO/charity organisation SSACI will be in the future. We currently see four possible "business-cases" for SSACI's future (building on Pankaj Sinha's "Thoughts on Future Directions"):

- a) SSACI selling services (TA at macro and meso level, piloting of innovative approaches, applied research) to DHET/NSF (-> public sector consulting)
- b) SSACI selling services (in-house training or joint VET services with colleges) to companies according to their specific demand (-> private training provider)
- c) SSACI implementing (mainly micro level) projects financed by CSR contributions and improving the reputation of the corporate sponsors (-> charity NGO)
- d) SSACI implementing (mainly meso level TA) projects financed by donor money (if there are still donors around in SA, SECO will at the best be able to finance some smaller activities). (-> implementer)

If SSACI can exist as a hybrid and be active in more than one of these areas has to be discussed in the Board. One idea would be to call it a 'Social Business', creating a collaborative environment, sharing

knowledge as a public good and re-investing its profits from consulting services into maximizing systemic impact. In that case twinning with Swiss institutions could be a value added too.

5 Discussion and conclusion

This report has outlined the SDC and South African context in which the work of SSACI has evolved. It has documented the phases that SSACI has moved through and reflected on the extent to which this has taken contextual changes into account, as well as considered whether it in turn has resulted in system changes. In doing this the report has provided an overview of the work of SSACI and provides findings about the perceptions of role players (both those that implemented the programmes and those that partnered and participated in these programmes) about the value of these programmes, and the way in which SSACI has supported these programmes. Finally the evaluation report has considered the institutional strengths and weaknesses of SSACI and has reviewed the extent to which the current institutional arrangements can support the work that is required.

This section provides an analytical discussion of these findings and shares the voice of the evaluators about the evidence that has emerged during the course of this evaluation and taking into account previous evaluative work that has been completed. In doing this we have taken as our starting point the review that SSACI itself completed in 2014 in its September ‘Think Tank’ and its own assessment of its strengths, weaknesses, opportunities and threats.

Evaluative comment on strengths and weaknesses:

SSACI has assessed its strengths and conversely its weaknesses. In our review we found that there is considerable evidence that SSACI has indeed built a “knowledgeable team with an understanding of the context and landscape within which they operate” and that this is supported by the extent to which they have focused on a single issue. In this regard we found that SSACI has valiantly developed projects in structuring work experience for students and lecturers in TVET colleges. SSACI has engaged with many projects which would advance its vision around WBE, such as the Dual Apprenticeship system. The team agrees with the assessment of SSACI that this work is very relevant and is consistent with “national needs and priorities” and has addressed a real need to enable public TVET providers to engage with industry so as to: enhance the quality of their lecturers, enrich the programmes offered to students and support a pipeline for students to move from the TVET college into employment. The value of this work to the different role players including DHET, QCTO and to business and the TVET colleges themselves has been highlighted in this evaluation. In doing this work SSACI has indeed focused on “experience driven learning” and has paid considerable attention to documenting experience-based learning and making this widely available.

However, whilst there is considerable evidence that SSACI has approached WBE in a “systemic” manner it is less apparent to the team that SSACI is involved in debates and work pertaining to the skills development system more broadly. Thus we would question whether this is a strength as reflected in the SSACI assessment.

With respect to the institutional analysis the team concurred with the SSACI analysis that there is a “small, agile, flexible and responsive team” in place and as already indicated we agree that the team is knowledgeable with a high level of expertise in the area in which SSACI works. Further, the team found that there is a strong view that SSACI is efficient, very aware of the need to reduce costs and manages resources in accordance with good practice. However due to the declining number of sponsors during the third phase SSACI had to tap its cash reserves and if this trend is not reversed SSACI will only be able to sustain itself for a few years. SSACI is making attempts to compensate for this financial gap and has been submitting proposals in 2013/14 so that it is able to receive an income through service fees. The

evaluation team has found evidence of other real “weaknesses”. Throughout the written documents, evaluations and interviews, it was made very clear that the single most weakness in SSACI is that it has one voice and face only, in the name of the CEO. Whilst the CEO is praised for his clarity of thought and focus in a niche area by many interviewees, all the work cannot be carried by one person and there are real concerns that the leadership pool needs to be broadened and deepened so as to ensure a greater mix of skills and expertise. This is both because there is a need to ensure that greater capacity is built and because external parties express a real concern about the absence of other leaders within the organization who can represent the organization.

Further, whilst the SSACI analysis highlights its ability to collaborate and its relationships with partners, the evaluation team found that this was very uneven. Whilst there are indeed very strong partnerships in place with many key role players including with individuals in DHET (and even the Minister) as well as industry, there are real schisms that have developed with other key role players (such as MerSETA, NBI as well as WITS (REAL)). This is an area of real challenge – while it is recognized that navigating relationships is complex and there are often competing ideas, systems and visions not to mention personalities and egos, getting this right is a real priority for an organization like SSACI. Damaged relationships can hamper the work and create obstacles to expanding initiatives. This is an issue that requires the organization to show a “willingness to learn from mistakes” (as suggested in the SSACI analysis of strengths).

Related to the above, this means that while the organization has considerable credibility with certain peers and partners, and certainly comments made in the panels and interviews from across the role players were very positive, there are also role players where credibility has been damaged such as in the previous examples. Further, the evaluation team notes that SSACI has undertaken considerable work in increasing its profile it is still not evident that there is sufficiently wide awareness of the potential role of SSACI and how its work could benefit the work of different role players: this challenge is identified in SSACI’s analysis of its weaknesses.

The other aspect that needs to be considered with respect to strengths and weaknesses it is noted that SSACI has identified “weak linkages with employers arising from a lack of a coherent and systemic strategy for engaging with employers.” In the course of this evaluation, and previous ones conducted, it was found that those employers working with SSACI are very positive about their involvement with SSACI and the support that they receive from the organization. However, it was generally agreed that there is a real challenge with respect to working with employers and creating ways in which they can meet their own skills and business needs whilst assisting to build the skills development system. There were a multiplicity of factors provided to explain this, many of which have been identified by SSACI already, but with respect to SSACI specifically it was indicated that there is a need for simplified tools that business can more easily use and for a wider sharing of what SSACI is doing so that business is aware of how they can use this work. Further and related, a number of interviewees, including from SSACI, recognize that SSACI has been concentrating its energies on the project of strengthening the public skills development system in South Africa and whilst this work should continue they also need to do more clearly and proactively work with industry and see how best they can support the effective functioning of their skills work and provide a service that meets their needs whilst maintaining their areas of focus.

Finally, the issue of Swiss identity has clearly been a strength of the organization: with SDC removed from the equation SSACI will need to consider how it maintains this strength through the relationships it has with other Swiss bodies (such as SECO) as well as Swiss corporates. This is seen as an important piece of a number of the strengths mentioned already including issues of credibility. Further, it is seen as an important factor with respect to sustainable funding.

Opportunities and threats

The organisation has identified a number of opportunities and threats in the environment. Some of the strengths and weaknesses we have already discussed in turn could be seen as possible opportunities to grow and areas which if not addressed can become risks. Thus our response to the analysis of opportunities and risks is crafted in terms of a number of core recommendations:

Recommendation One: Building and expanding work related to WBE/WIL

The question that has to be asked is whether or not SSACI has drilled long enough in this one area or there is further drilling still to be done. The following statements from some of SSACI interviews, are both from Employer representatives:

“SSACI is now into recipes – feeding into the SA mentality of wanting to be told how to do things – they need to lift up the discussion a bit”²⁴.

“At the beginning SSACI’s work was helpful in stimulating the apprenticeship system, but now their ideas are at a micro-level and cannot lift up new idea and innovation for the country”.

1. Strengthening the work and taking it into the policy arena

It is recommended that SSACI should deepen its assistance to DHET on policy formulation in this area of SSACI’s expertise, namely, WBE and WIL. SSACI has learned enough about interventions at the practical level and should be in a good position to help entrench the ideas in the system through participating in policy debate and development.

2. Thinking through how existing work can be consolidated and taken to scale

SSACI’s impact has been felt significantly in the area of the TVET colleges and this was evidenced by the numerous comments made by respondents. This is admirable, but SSACI has to think about enlarging its area of influence in this space. For example, some colleges are reporting to be in a position to develop their own handbooks already. Should SSACI be moving the colleges to a bigger picture? What would that circle be?

3. Expanding to higher education

A growing global trend is that of TVET at higher levels in the tertiary education sector, and this needs visionary interventions. There are 2 things we want to raise in this regard. First that SSACI should consider interventions aimed at addressing work preparedness²⁵ in higher education qualifications offered in both TVET colleges and Universities of Technology (UoT). Secondly, the area of lecturer development cannot be done without universities who are the custodians of Higher Education qualifications. It is admirable that SSACI has started to work with a few institutions in this area. But SSACI would have a greater impact by working together with all the relevant universities on the TVET lecturer qualifications. There would also be an opportunity to transfer the knowledge and experiences SSACI made with WIL to Universities of Technology. This could create considerable opportunities as the

²⁴ Meaning of that quote: Strengthening SSACI’s work and taking it into the policy arena (policy debate) and thinking through how existing work can be consolidated and taken to scale

²⁵ work preparedness means a person has acquired the knowledge, skills and work experience to perform a job proficiently

UoTs have a large number of students and are really grappling with this challenge. The possibilities of transferring the learning from the TVET colleges into this context could extend the reach and credibility of SSACI.

4. Expanding more actively to non-trade sectors

It is clear that SSACI responded to the articulated crisis around the shortage of artisans in the country at the time, and now there is a need for SSACI to consider other critical issues that are beginning to emanate in the area of intermediate skills development. It is clear that growth in the economy is in non-trades occupations and whilst SSACI has made some effort in this regard this may not be sufficiently proactive and there is a need to move more aggressively into this area in order to ensure that the programmes that are supported remain relevant.

Recommendation Two: Strengthening its work with employers

We have indicated right from the start that solutions to unemployment can be found in education, the economy and the labour market and yet SSACI seems to have boxed itself into the education corner only.

1. Reducing the burden of placing new entrants

Whilst the TVET college focus addresses the institutional capacity and preparedness of new labour market recruits, most South African employers need substantial help in making it easy to place new labour market entrants at work, with minimum disruptions to their bottom line. SSACI should actively seek ways of servicing this need and of considering ways that its offerings can remain relevant.

2. Retaining the link with Swiss Innovation

SSACI could utilise the expertise and innovation it is continuously gaining through their association with SWISS companies and bring this to the South African training world, especially at the workplace. This requires SSACI to maintain these linkages and to grapple with ways in which these innovations can make sense in the South African context.

Recommendation Three: addressing institutional questions

1. Strengthening the leadership in SSACI

It is important that the team be diversified in order to strengthen SSACI. It will be for the benefit of SSACI moving into the future to expand its management pool and to develop a strategy for different members of the team to engage with different organisations in a streamlined manner as opposed to being ad hoc.

2. Building the organisation

There is also a challenge relating to internal communication within the organisation and a concern that the small team tends to work in silos and that there seems to be inadequate spaces for individuals to discuss the work they do across the organisation. It is suggested that 'stories about the work of SSACI should be shared across the organisation' and in doing this ensure that learning within one programme enhances the quality of all SSACI programmes.

3. Building profile

This report has found that there are real challenges about the extent to which SSACI is known “Outside of a limited circle of beneficiaries, NGOs and other youth-development agencies.” It is therefore suggested that SSACI act on previous recommendations to increase its profile by increased engagement in national debates and national strategy development. This will contribute to ensuring that their circle of engagement is bigger, and could help SSACI to expand its interventions to as many institutions as possible. Participating in dialogues organised (or supported) by SSACI on the matters of WBE and WIL will go a long way in strengthening the whole skills development system. Lastly, commenting on public media on these matters will bring the organisation to the attention of the public. People should think SSACI when they think about WBE and WIL.

4. Funding

First of all SSACI must be commended for having spent the resources at its disposal so well in the past and currently. Secondly, SSACI must be commended for the foresight it seems to have in looking for future funding for the various projects it is managing. Thirdly, SSACI’s influence in government institutions and employers has been large in part because it could bring funding to the projects it initiated or worked on and it has created sufficient credibility with government that it is now in turn being funded by government. However there are further funding challenges that need to be addressed if careful thinking and strategic planning is not put in place.

It is recommended that SSACI needs to shape a coherent strategy so that it does not become reliant on ad-hoc funding which then results in a disjointed strategy. This will be a major undoing of such great work that has already been put into motion.

Recommendation Four: Working with Partners

SSACI has chosen to work in the area where partnerships are a necessity. SSACI has shown a willingness to work with many partners as can be seen from the various projects the organisation has been involved in and also the different institutions who talked about SSACI’s work in the interviews. However, there seems to be mixed reviews on the way that SSACI manages partners. If not addressed, this will weaken the work of SSACI going forward and for this SSACI has to learn to manage its partnerships with other organisations in a consistently constructive manner and this requires that SSACI be willing to play different roles within the partnership.

Working with partners means that one has to understand the various needs of the different partners in the relationship. This requires, that:

SSACI recognises the relationship between the work it does and that of other role players in the South African skills system. This includes: SETAs, QCTO, NAMB, etc. SSACI will enhance its cause by improving the way in which it manages these relationships going forward and in doing this it will gain useful allies for itself.

As indicated previously SSACI needs to deepen the process of engagement with additional higher education institutions both with respect to supporting WIL for students in the Universities of Technology (as mentioned previously) as well as to pursue the idea of integrating WIL into the lecturer qualification. This in turn will help those lecturers who want to obtain qualifications where WIL can be recognised to obtain these qualifications in institutions of their choices

SSACI should not attempt to build a research capacity that is already established in various institutions, e.g Universities, HSRC, research consultancies. Instead it needs to focus on ensuring that learning is drawn from its programmes which feeds into research and that SSACI in turn is able to enhance its

programmes and approach through learning from the research that is being conducted by these institutions as outlined. It is therefore advised that SSACI actively collaborate with such institutions.

Recommendation Five: Keeping it Swiss

As highlighted previously, there is a need for SSACI to maintain the Swiss identity as this is seen as important in terms of its credibility and certain of its distinct offering. Further the need to work with Swiss companies and make it attractive for them to stay, or re-enter this partnership, is critical to both ensure wider support for SSACI and for its sustainability of funding as reliance on DHET for funding is very risky. Such an approach retains SSACI's Swiss identity, links SSACI with innovation and also retains the PPP nature that is integral to its work.

Finally: Learning for SDC

Much of the recommendations above are relevant for learning for SDC and point to areas that need to be emphasized for all projects.

Key learning that is specific to SDC is the following:

Transferability of the Swiss VET system to MICs

Successful vocational education and training relies on close cooperation between a number of partners, e.g. the public sector, future employers and the civil society. Developing such partnerships is a priority for the SDC, with the Swiss dual vocational education system serving as a model. Promoting this Swiss model has been particularly successful with SSACI. The 2011 visit of Minister Blade Nzimande's to Switzerland had an astonishing impact on the working relation between SSACI and the SA government. The visit was mentioned by almost all interviewees. Apparently it really changed the Minister's thinking about VET. Nzimande after this visit mandated SSACI with a pilot project for a dual system apprenticeship in SA (DSAP, closely interlinked with GIZ DSPP, developing dual system for occupational qualifications). It may therefore be concluded, that such visits to Switzerland with senior officials may indeed have an impact if they are well organised (learning 1). They should thus not be underestimated or ridiculed.

From the beginning SDC and SSACI have been very clear in defining the Swiss dual system as a model with various elements South Africa could learn from. SSACI did never try to transfer the whole system, as attempts to replicate the system one to one have always proven to be unsuccessful²⁶. Instead, what is needed is an adaptation of the core elements of the Swiss model to the context in the partner countries. The South African context is particularly shaped by weak relationships between the private and the public sector's organisations. From the beginning it was obvious, that the Sector Education and Training Authorities (SETAs), convened in a top-down process in 2000 by the Minister of Labour, would not be able to play a similar role as the Swiss Employer's and Labour organizations in the planning and implementation of training programmes. SSACI's support in developing context-specific approaches and tools (such as workbooks) and in matching students to workplaces was thus very important (learning 2). The tools and guidelines developed may be very useful as fundamental prototype for the development of VET tools in other SDC partner countries too.

²⁶ cf. SDC (2015): Vocational Education and Training. <https://www.shareweb.ch/site/Employment-and-Income/Vocational%20Skills/Documents/Factsheet%20Voc-Training%20150225%20EN.pdf>

Communicating such challenges in the development of a dual system oriented South African VET system was a particular challenge. People not directly involved into SSACI's work such as new Swiss embassy staff sometimes tend to transfigure SSACI as a project to replicate the Swiss dual system in South Africa. SDC (and SECO) had and have thus an important role to play in scaling down expectations and making clear, that one to one replication will not be possible and does not make sense without adaptation to the local context (learning 3).

Potential for replicability of the SSACI PPDP model

The appearance of SSACI was due to a very particular window of opportunity. SSACI was a product of the specific situation of South Africa some years after Apartheid, when many Swiss companies urgently needed to improve their reputation in South Africa and to "give something back to the country". SSACI's success may thus be based on three necessary conditions: a) a large Swiss business community in the country, b) these companies' need to improve their reputation and c) political will to do this in a joint public-private project. Such circumstances are rather unusual in countries where SDC operates. SSACI's organizational setting's potential for replicability in other countries therefore seems to be quite limited²⁷. Replication of the SSACI model may only be possible in very specific contexts²⁸ (learning 4).

When SSACI started its operations in the early 2000s, it mainly worked as a funder for local NGO projects in the fields of skills development and employment promotion. In this setting, the role of the private companies was generally to be a sponsor for such activities, with SDC matching their contribution 50:50. This has almost nothing to do with the private sector's involvement in a conventional Vocational Sector Development project. According to a recent SDC working paper²⁹ there are three typical roles the private sector may play in a skills development project: client of training, provider of training, or partner in VET system reform. However there was never a real buy-in of the private sector into the apprenticeship system, the private sector members of SSACI hardly hired any graduates of SSACI trainings and not all of them have been involved as a provider of on-the job training³⁰. The only business-related incentive for the private sector's involvement was to improve its reputation and (starting from 2004) to earn BBBEE credits. It is therefore quite controversial whether SSACI can really be defined as a PP(D)P, as it does not address any of the private partner's core businesses but rather their CSI/CSR activities³¹. We would see it rather a sponsorship than a partnership or as Eva Schmidt called it in her evaluation report (2005): "SSACI is rather a social investment initiative than a so-called public private development partnership" (p.10).

When then a new government emerged in 2009 and the DHET was established, new opportunities opened up for SSACI to become involved not only in project implementation but also on influencing

²⁷ We thus do not entirely agree with the 2004 evaluation by Zimmermann et.al. that contrarily stated "the SSACI experience can be expanded to the Southern African region and even replicated beyond in other countries" (p. ii)

²⁸ It probably might be possible that a similar public-private partnership approach could be developed in partner countries that are just opening up/liberalizing their formerly closed markets and where Swiss companies are highly interested in (such as Myanmar and Cuba... depending on the development of the Arab "spring" probably also Northern Africa).

²⁹ cf. SDC (2015), Collaborating with the private sector in vocational skills development: potential and challenges. https://www.shareweb.ch/site/Employment-and-Income/Vocational%20Skills/Documents/Input%20paper_e-discussion_VSD%20network.pdf

³⁰ Both these roles will probably become more relevant within SSACI's SwissCham sub-project.

³¹ Cf. Figure 1 "SSACI versus traditional PPPs" in Schmidt, E. (2005), SSACI evaluation, p10.

policy at the macro and meso level. The authors of the 2010 Strategic and Operational Evaluation (S. Naidoo, 2010) suggested to take this chance and to focus more on technical assistance to DHET: “While this reorganization [establishment of DHET] may take valuable time, with the risk of initiatives such as SSACI slowing down their activities until there is policy clarity and coherence, it also poses a substantial opportunity.” “The Swiss government should consider a second arm of support to the South African government (the first being SSACI, on the implementation side). This would be to assist the newly created Department of Higher Education and Training with, for example, policy formulation” (p9 and p3).

Building on its first two phases of project implementation and the hereby developed track record and mutual confidence SSACI was able to successfully become involved in policy advise. SDC’s objective to aim for more systemic change in the South African skills development system could thus be reached. It might however be found, that with this move to the policy level SSACI’s private sector members have been left behind. Or as one board member explained: “We need either direct tangible benefits or corporate visibility and feedback about what exactly my money has contributed to. Otherwise we can also support any other charity”. It can thus be concluded, that private sector sponsors in such a project need to be visible and that implementing micro level projects gives them much more visibility than macro level policy advise ([learning 5](#)).

Cost-benefit-analyses

SSACI from the very beginning presented some basic cost-benefit considerations in its annual reports. The 2003-04 annual report specified: “The average cost of the vocational training projects was R19’163³² per person trained and placed in employment. Graduates of these projects typically went from training into jobs paying R2’500-R4’000 per month. Without training, these youths would have remained unemployed or found unskilled jobs at the national minimum wages of R680 per month in rural areas and R800 per month in urban areas.” (p6).

However, already the 2005 evaluation stated that “at present, SSACI has no comprehensive mechanism in place to judge upon the relation between benefits generated and costs occurred, neither at monitoring nor at evaluation level. [...]”. So it is very difficult to make any comparison between funding alternatives or to try to hold the effects of one project against the other with the objective of even better investing the available funds in the future. Unfortunately until now SSACI adopted no methodology to systematically measure its results against a counterfactual or to compare its different interventions’ cost-effectiveness. We understand that moving at a more systemic level, attributing quantitative benefits to the SSACI interventions becomes extremely difficult. This may be the reason why SSACI mainly claims the enormous cost-inefficiency of the SA skills development system due to high dropout-rates. Accordingly technical assistance interventions to improve this through-put rate seem to be very cost-efficient. Even a small improvement in the pass and through-put rates would produce colossal savings for the budget. However, mere hypothetical assumptions may not be enough.

SDC in its efforts to integrate cost-benefit analyses (CBA) into project evaluations contracted DIA with the development of pilot CBA analyses and a CBA training for the Cooperation office’s staff in 2013. One of these pilot CBA’s dealt with three SSACI interventions, i.e. Workplace Based Experience for FET students (WBE), Accelerated Apprenticeship Training Programme (AATP) and the College Graduate Internship Project (GIP). The Net Present Value and Cost-Benefit-Ratio for all programmes was calculated for twenty years duration, what might be found not very consistent³³. The exceptionally

³² Almost 4’000 CHF at the December 2004 exchange rate of (1 : 0,201).

³³ In its CBA How-to-Note the SDC HQ suggests to calculate benefits only for 1 or 2 years after project end.

complex CBA analysis prepared by DIA was presented to SSACI and the staff was encouraged to continue using the excel templates “for assessment during implementation and ex-post analysis” (DAI, 2013, CBA Report, p.7).

It however became clear, that the CBA’s relation to reality and its practical use was quite limited. The Graduate Internship Program (GIP) stood out with a very promising benefit-cost ratio of 4.78. This one resulted mainly from calculated salary saving of enterprises that would take interns instead of hiring formal employees. If this is desirable from a developmental perspective should at least have been questioned. The GIP however run to completion shortly thereafter and was not prolonged but handed over to the implementing partner MerSETA for scaling-up. As far as we know, this never happened.

It may therefore be assumed that SSACI did not really commit itself to that process of CBA, that there was not enough discussions between projects implementer and evaluator, and that SSACI was not responsive to DAI’s findings and recommendations. SDC’s offer for additional consultant days was not responded to. The lesson learned for the SDC would be that CBAs to really have an impact on a projects’ cost-effectiveness need to be developed in a joint process together with the Head of project, and the project’s M&E officer (besides the SDC (National) Programme Officer). Only the involvement and the strong commitment of the implementing team can ensure that the assumptions are realistic and the analysis is simple enough that the relevant staff can work with it. This is crucial as a CBA should not be a one-off study but rather a methodology to be integrated in regular project steering and monitoring (learning 6).

Appendices

Appendix 1: Review of documents, data and previous evaluations

Review of documents provided by SSACI

Department of Education (2009). Trends in Education Macro indicators. Pretoria. South Africa

Du Plessis, S. & Smit, B., 2007. South Africa's growth revival after 1994. Stellenbosch working papers: 01/06.

Holsinger, D. B. & Cowell, R. N. (2000). Positioning secondary school education in developing countries. International Institute for Educational Planning / UNESCO: Paris. p.7-92.

Kraak, A., (2010). A critique of South Africa's national human resources Strategies. South Africa Review of Education, 16, 59 -.

Lolwana, P. 2015: International Aid Influences on South African Policy Development in Education and Training. In Brown, C. (ed): Globalisation, International Education Policy, and local Policy Formation. California: Springer Publishers

McGrath, S. 2004. The shifting understandings of skills in South Africa since industrialisation. In McGrath, S., Badroodien, A., Kraak, A. & Unwin, L., (eds.). Shifting understandings of skills in South Africa: overcoming the historical imprint of a low skills regime. Pretoria, HSRC Press

Ministerial Committee (2008). Report on Dropout and Learner Retention Strategy.

National Business Initiative (2015). New BBBEE Codes and Impact on Workplace Integrated learning. Presentation prepared by Carmel Marock.

National Planning Commission (NPC), (2011). National Development Plan: Vision for 2030

SSACI, 20015: End-of-phase- Report from the Swiss- South African Cooperation Initiative to SDC (May 2015)

Annual Financial Statements (AFS) of SSACI, 2002 to 2014

SSACI's Activity Reports, 2003 – 2012

Minutes of SSACI's Board Meetings, 2000 – 2015

SSACI's Deed of Trust and amendments, 2001, 2005, 2012

Review of data for the different projects

DAI (2013). Cost Benefit Analysis Report, SSACI Vocational Skills Training Projects.

Summary data on the projects provided by SSACI.

Review of previous evaluations conducted of SSACI as well as on the different projects supported by SSACI

This includes:

- SSACI, A Social Investment Initiative between SDC and the Swiss Private Sector for Skill Development in South Africa, November 2004, Case Study mandated by SDC, authors; Arthur Zimmermann, odcp consult, Zürich, Switzerland, Ivo Angehrn, Swiss Agency for Development and Co-operation, Bern, Switzerland, Frank Eddie Mlotchwa, Qondisa Development Facilitators, South Africa, Nobayethi Patience Dube, Strategy and Tactics, South Africa
- Schmidt E. and Mlotchwa F.: *External Evaluation of SSACI*, March-April 2005
- Evaluation of friends of Mosvold Scholarship Scheme for SSACI, Michael Savage, September 2008
- A review of SSACI's Technical and Vocational Training for Employment, Singizi Consulting, May 2009
- SSACI, Strategic and Operational Evaluation April 2010, Final Report, Sharmala Naidoo
- M&ESURE Research and Evaluation: The Dual-system Apprenticeship Pilot (DSAP) Project Process Evaluation Report, LIEZEL DE WAAL | MÉGAN FRANKLIN, Nov 2014

Appendix 2: Quantitative survey

The organisations which responded to the quantitative survey conducted as part of this evaluation are listed below:

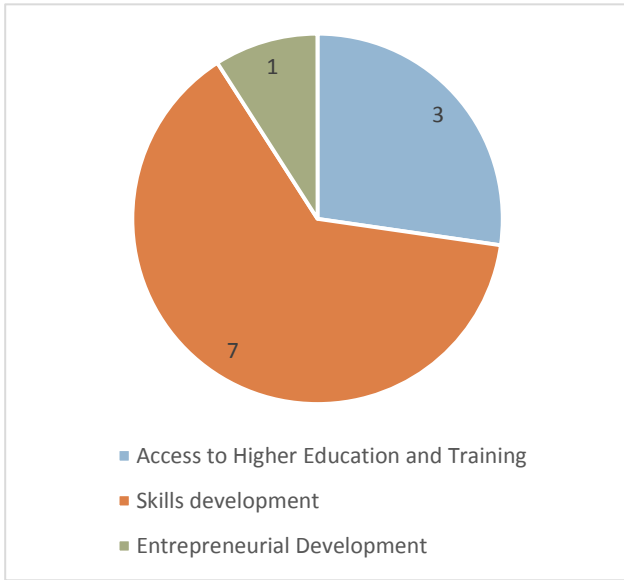
- i. Centre for Rural Health, University of the Witwatersrand
- ii. Umthombo Youth Development Foundation
- iii. Zenzele Training and Development
- iv. Thembaletu Nkomazi (called Thembaletu Home Based Care at the time of funding)
- v. Dynamic Business Start-Up Project
- vi. Bergzicht Training
- vii. REAP
- viii. Hospitality Youth Initiative
- ix. Timbali
- x. i-Fundi
- xi. Centre for Early Childhood Development

As indicated, the respondents were from projects that were funded between 2001 and 2014 – as shown in Figure 1 below, all but one of the projects received multi-year funding (and one did not specify in which years they received funding). The longest period for which a project received funding was 11 years (Project 2: Umthombo Youth Development Foundation).

Figure 1: SSACI Project Funding: of respondents to the survey

	PHASE 1				PHASE 2					PHASE 3			
	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Project 1													
Project 2													
Project 3													
Project 4													
Project 5													
Project 6													
Project 7													
Project 8													
Project 9													
Project 10													
Project 11													

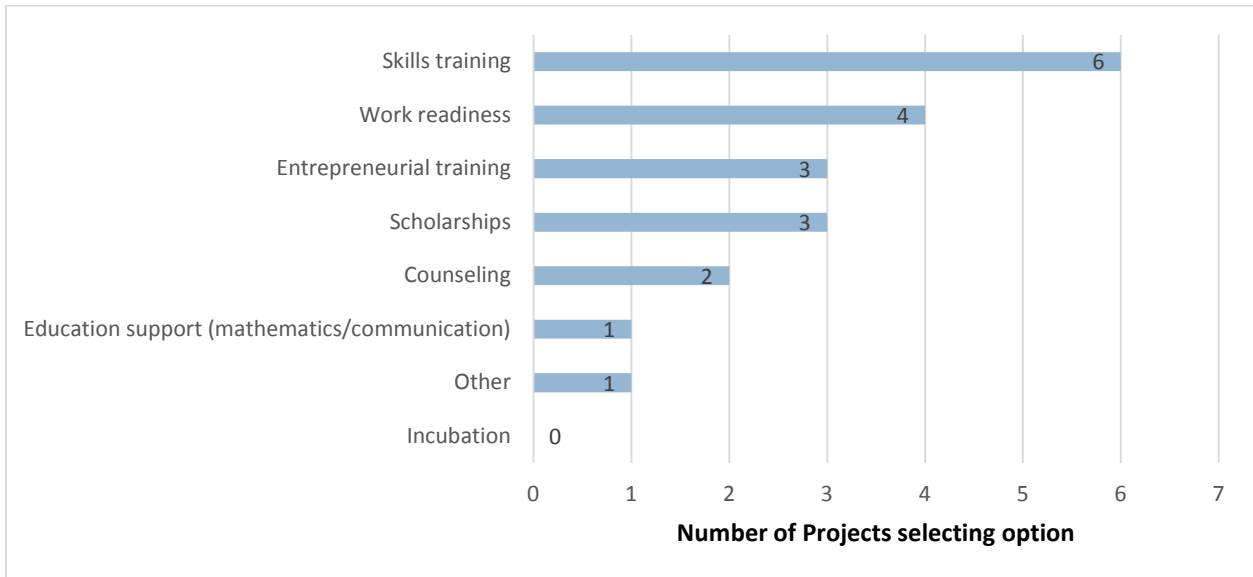
Figure 2: Project Areas: of respondents to the survey



In terms of the types of projects funded (as per the sample), it can be seen in Figure 2 to the left that most of the projects funded were in the area of skills development, followed by projects which provided access to Higher Education and Training. One of the projects in the sample addressed entrepreneurial development.

In relation to the core activities of the projects in the sample, as shown in Figure 3 below, the most selected option was skills training, followed by work readiness training:

Figure 3: Project Core Activities: of respondents to the survey



Appendix 3: Institutional Analysis of SSACI

Institutional Analysis of SSACI -written survey- **to SSACI staff**



Key Questions

SSACI external ex-post evaluation
2015

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General background information

The Swiss South African Co-operation Initiative (SSACI) has started in 2001 as a public private partnership of Swiss Agency for Development and Cooperation (SDC) with Swiss companies established in South Africa. In the first and second phase from 2001 to 2010 SDC has doubled the financial contributions of the private sector, in phase 3 (exit phase) at a decreasing rate, SDC's contribution has come to an end by December 2014.

As SSACI will continue as a stakeholder in the TVET system in South Africa furthering a dual apprenticeship system it is interested to showcase its trajectory and influence on the TVET system so far.

SDC on its side wants to account for its support to South Africa's TVET sector and learn from this 14 year project. This is why an external review is proposed – from SDC's perspective it is an ex-post evaluation.

Particulars of interviewee¹

- Date and place when survey was conducted:
- Please write your name:
- How many years have you been employed in SSACI:
- What is your role and function within SSACI? (you can also write on next page)
- What themes/projects are you currently working on (please describe these themes and projects, the role that SSACI plays in these themes/projects and indicate status of these and your sense of their weakness and strength?
- Do you anticipate that these themes/projects should continue? How do you think they will evolve? And what role and function could you imagine SSACI more broadly and yourself quite specifically playing in these themes/projects in the future?
- How do you personally view the situation that SDC's contribution (funder) came to an end by 12/2014?

¹ Organizational Diagnosis refer to CD-ROM Organisationsdiagnose ©GIZ Beratungsteam MODELS, 2009

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	strongly agree	agree	neither agree nor disagree	disagree	strongly disagree	action required
SSACI's key stakeholders are known to SSACI, and their needs are reviewed continuously.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The demands placed on SSACI by society (stakeholders, beneficiaries, target group) are known, and their topical issues are addressed systematically.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
SSACI meets the needs of its key stakeholders, and addresses the concerns of society.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
SSACI is able to act autonomously and is not constrained by any relationships of dependency on stakeholders.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

2. Mandate

The core aspect "mandate" describes SSACI's most important reason or purpose, and the objectives and interests derived from that.

Sub-aspects

- mission and purpose of the organisation
- range of products/services
- system of objectives (vision, goals, strategies)
- interests, motives

SSACI has a clear definition of its mission.	strongly agree	agree	neither agree nor disagree	disagree	strongly disagree	action required
	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
SSACI's range of products and/or services covers the needs of the primary recipients of those goods/services.	strongly agree	agree	neither agree nor disagree	disagree	strongly disagree	action required
	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
SSACI has a strong vision that enables it to look positively toward the future.	strongly agree	agree	neither agree nor disagree	disagree	strongly disagree	action required
	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
SSACI has clearly formulated objectives, toward which its actions are oriented.	strongly agree	agree	neither agree nor disagree	disagree	strongly disagree	action required
	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
SSACI has explicit strategies for achieving its objectives.	strongly agree	agree	neither agree nor disagree	disagree	strongly disagree	action required
	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
SSACI's objectives are supported by all key stakeholders (proprietors, management, and staff).	strongly agree	agree	neither agree nor disagree	disagree	strongly disagree	action required
	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
All managers and key staff members are familiar with SSACI's objectives and strategies.	strongly agree	agree	neither agree nor disagree	disagree	strongly disagree	action required
	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

3. Management

The core aspect 'management' covers management and leadership, plus all the relevant management instruments.

Sub-aspects

- management and leadership (autonomy, style of management/leadership, etc.)
- information and steering systems (cost calculation, controlling, budgets, etc.)
- feedback and incentive systems (recognition, rewards, sanctions)
- communication and monitoring systems

SSACI has a functioning management that is sufficiently alert to the steering of the organisation.	strongly agree <input type="radio"/>	agree <input type="radio"/>	neither agree nor disagree <input type="radio"/>	disagree <input type="radio"/>	strongly disagree <input type="radio"/>	action required <input type="radio"/>
The management has individuals at its disposal who, in addition to the more administrative managerial tasks, also perform tasks of leadership	strongly agree <input type="radio"/>	agree <input type="radio"/>	neither agree nor disagree <input type="radio"/>	disagree <input type="radio"/>	strongly disagree <input type="radio"/>	action required <input type="radio"/>
The style of management and leadership is in harmony with the purpose of SSACI and the needs of the staff.	strongly agree <input type="radio"/>	agree <input type="radio"/>	neither agree nor disagree <input type="radio"/>	disagree <input type="radio"/>	strongly disagree <input type="radio"/>	action required <input type="radio"/>
The management avail themselves of today's standard instruments for planning and steering of SSACI	strongly agree <input type="radio"/>	agree <input type="radio"/>	neither agree nor disagree <input type="radio"/>	disagree <input type="radio"/>	strongly disagree <input type="radio"/>	action required <input type="radio"/>
Feedback from the key stakeholders (clients/citizens, staff, proprietors) is obtained at regular intervals.	strongly agree <input type="radio"/>	agree <input type="radio"/>	neither agree nor disagree <input type="radio"/>	disagree <input type="radio"/>	strongly disagree <input type="radio"/>	action required <input type="radio"/>
To achieve SSACI's corporate objectives incentives are created, positive behaviours are rewarded and conduct displaying room for improvement is corrected.	strongly agree <input type="radio"/>	agree <input type="radio"/>	neither agree nor disagree <input type="radio"/>	disagree <input type="radio"/>	strongly disagree <input type="radio"/>	action required <input type="radio"/>
The management employ appropriate technical and social communication systems (e.g. meetings, talks, intranet, e-mail etc.).	strongly agree <input type="radio"/>	agree <input type="radio"/>	neither agree nor disagree <input type="radio"/>	disagree <input type="radio"/>	strongly disagree <input type="radio"/>	action required <input type="radio"/>

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For key structures, processes and projects, communication structures and instruments are explicitly agreed on (within SSACI).	strongly agree <input type="radio"/>	agree <input type="radio"/>	neither agree nor disagree <input type="radio"/>	disagree <input type="radio"/>	strongly disagree <input type="radio"/>	action required <input type="radio"/>
SSACI has tight monitoring structures that quickly detect deviations from desired conduct of employees.	strongly agree <input type="radio"/>	agree <input type="radio"/>	neither agree nor disagree <input type="radio"/>	disagree <input type="radio"/>	strongly disagree <input type="radio"/>	action required <input type="radio"/>

4. Resources

The core aspect "resources" covers all the means available to SSACI to fulfil its mission. These include personnel, infrastructure, needed materials and financial resources.

Sub-aspects

- staff and managers
- knowledge and expertise
- machinery, plant, procedures, technologies
- means of production, infrastructure
- materials, raw materials, sources of supply
- financial resources

SSACI has at its disposal sufficient numbers of staff to be able to discharge its mandate.	strongly agree <input type="radio"/>	agree <input type="radio"/>	neither agree nor disagree <input type="radio"/>	disagree <input type="radio"/>	strongly disagree <input type="radio"/>	action required <input type="radio"/>
SSACI has at its disposal sufficiently highly qualified staff to be able to discharge its mandate.	strongly agree <input type="radio"/>	agree <input type="radio"/>	neither agree nor disagree <input type="radio"/>	disagree <input type="radio"/>	strongly disagree <input type="radio"/>	action required <input type="radio"/>
The infrastructure needed to produce goods/deliver services is in place and is of sufficient quality.	strongly agree <input type="radio"/>	agree <input type="radio"/>	neither agree nor disagree <input type="radio"/>	disagree <input type="radio"/>	strongly disagree <input type="radio"/>	action required <input type="radio"/>
A modern IT infrastructure is in place.	strongly agree <input type="radio"/>	agree <input type="radio"/>	neither agree nor disagree <input type="radio"/>	disagree <input type="radio"/>	strongly disagree <input type="radio"/>	action required <input type="radio"/>
The knowledge required to produce goods/deliver services is sufficiently available and is being actively further developed.	strongly agree <input type="radio"/>	agree <input type="radio"/>	neither agree nor disagree <input type="radio"/>	disagree <input type="radio"/>	strongly disagree <input type="radio"/>	action required <input type="radio"/>
SSACI has at its disposal reliable sources for sourcing the materials it needs in order to produce goods/deliver services.	strongly agree <input type="radio"/>	agree <input type="radio"/>	neither agree nor disagree <input type="radio"/>	disagree <input type="radio"/>	strongly disagree <input type="radio"/>	action required <input type="radio"/>

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SSACI has sufficient financial resources to be able to implement both current operations and developments for the future.	strongly agree	agree	neither agree nor disagree	disagree	strongly disagree	action required
	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

5. Culture

The core aspect "culture" covers the soft factors that comprise the identity and functioning (organisational culture) of SSACI. These include prevailing values, behavioural patterns and rules.

Sub-aspects

- values and norms (client orientation, personnel policy, sustainability policy, etc.)
- behavioural patterns and rules
- structures and relations of power
- organisational climate
- definition of success
- history of the organisation

SSACI is committed to clearly defined basic values, toward which it orients its action.	strongly agree <input type="radio"/>	agree <input type="radio"/>	neither agree nor disagree <input type="radio"/>	disagree <input type="radio"/>	strongly disagree <input type="radio"/>	action required <input type="radio"/>
Staff are subject to clear rules that guide their everyday action.	strongly agree <input type="radio"/>	agree <input type="radio"/>	neither agree nor disagree <input type="radio"/>	disagree <input type="radio"/>	strongly disagree <input type="radio"/>	action required <input type="radio"/>
SSACI has an intact working climate that is conducive to the production of goods/delivery of services.	strongly agree <input type="radio"/>	agree <input type="radio"/>	neither agree nor disagree <input type="radio"/>	disagree <input type="radio"/>	strongly disagree <input type="radio"/>	action required <input type="radio"/>
Power is exercised with responsibility within SSACI, and is not abused one-sidedly for the benefit of a few.	strongly agree <input type="radio"/>	agree <input type="radio"/>	neither agree nor disagree <input type="radio"/>	disagree <input type="radio"/>	strongly disagree <input type="radio"/>	action required <input type="radio"/>
Cooperation between levels of the hierarchy, sections of SSACI, women and men, and different age groups takes place without major friction.	strongly agree <input type="radio"/>	agree <input type="radio"/>	neither agree nor disagree <input type="radio"/>	disagree <input type="radio"/>	strongly disagree <input type="radio"/>	action required <input type="radio"/>
A clear vision of success and failure provides all staff members with orientation.	strongly agree <input type="radio"/>	agree <input type="radio"/>	neither agree nor disagree <input type="radio"/>	disagree <input type="radio"/>	strongly disagree <input type="radio"/>	action required <input type="radio"/>

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SSACI is free from the after-effects of any past crises that may have threatened its existence.	strongly agree	agree	neither agree nor disagree	disagree	strongly disagree	action required
SSACI is in harmony with its cultural context.	strongly agree	agree	neither agree nor disagree	disagree	strongly disagree	action required

6. Structure and Processes

The core aspect "structure and processes" covers all the elements that help structure and coordinate SSACI in the broadest sense. These range from career structures, to established working processes, to communication structures and other formalised internal relationships.

Sub-aspects

- career structures, division of labour
- structure for allocation of decision-making competences
- processes
- coordination
- documentation and filing

SSACI's structures for division of labour are easy to understand.	strongly agree	agree	neither agree nor disagree	disagree	strongly disagree	action required
	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Tasks, responsibilities and the necessary decision-making competences are distributed on a logical basis.	strongly agree	agree	neither agree nor disagree	disagree	strongly disagree	action required
	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
There are a sufficient number of hierarchy levels, though no more than necessary. The spans of control of the corresponding units are manageable.	strongly agree	agree	neither agree nor disagree	disagree	strongly disagree	action required
	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
SSACI's core work and support processes are clearly defined and responsibilities clearly allocated throughout.	strongly agree	agree	neither agree nor disagree	disagree	strongly disagree	action required
	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The key relationships within SSACI are explicitly controlled and do not function merely by chance.	strongly agree	agree	neither agree nor disagree	disagree	strongly disagree	action required
	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The organisation of work, its results and key decisions are carefully documented.	strongly agree	agree	neither agree nor disagree	disagree	strongly disagree	action required
	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

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	strongly agree	agree	neither agree nor disagree	disagree	strongly disagree	action required
Key documents are filed systematically and can be readily accessed by the relevant individuals.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

SSACI ensures overall strategic capacity development for results.	strongly agree	agree	neither agree nor disagree	disagree	strongly disagree	action required
	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

8. Finally questions on possible future activity areas

8.1 In case you have crossed an "action required" in one or more of the following areas

- institutional environment
- mandate
- management
- resources
- culture
- structure
- results

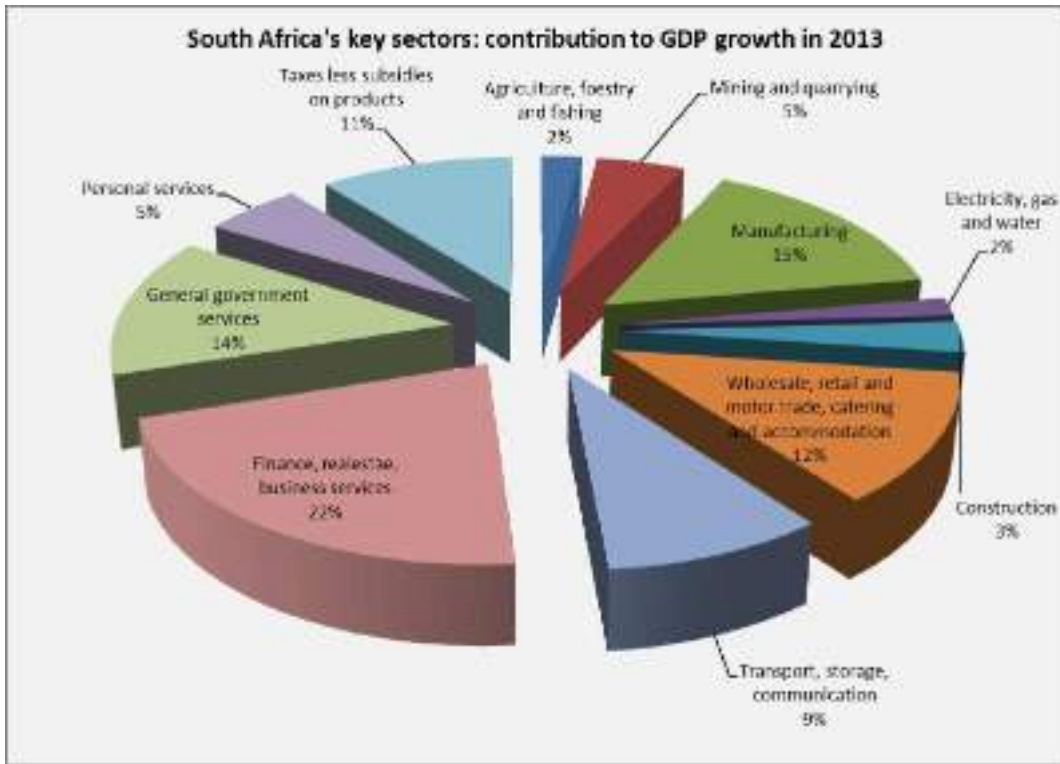
What would be the core themes?

8.2 What would be the success factors for successful development?

8.3 What constraining factors do you see?

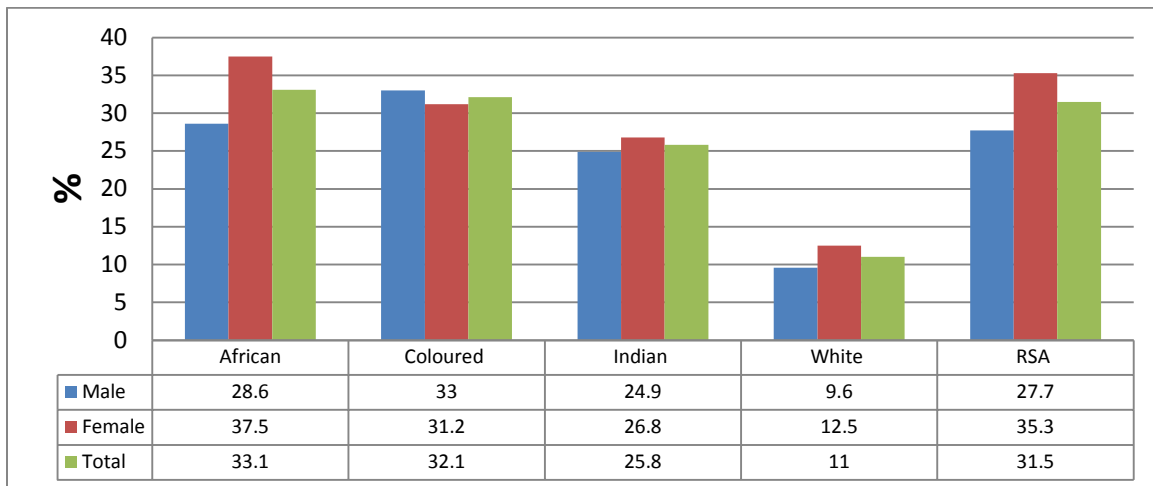
Thank you for your kind cooperation!

Appendix 4: South Africa's key sectors: contribution to GDP growth in 2013



Source: http://en.wikipedia.org/wiki/Economy_of_South_Africa - accessed 22/03/2014

Appendix 5: NEET rate for youth age 15 to 24 years by race and gender



Source: Statistics South Africa (2012)

Appendix 5 demonstrates the demographics of young people who are Not in Education, Employment or Training (NEET) by race and gender. Whilst there has been some job growth in the

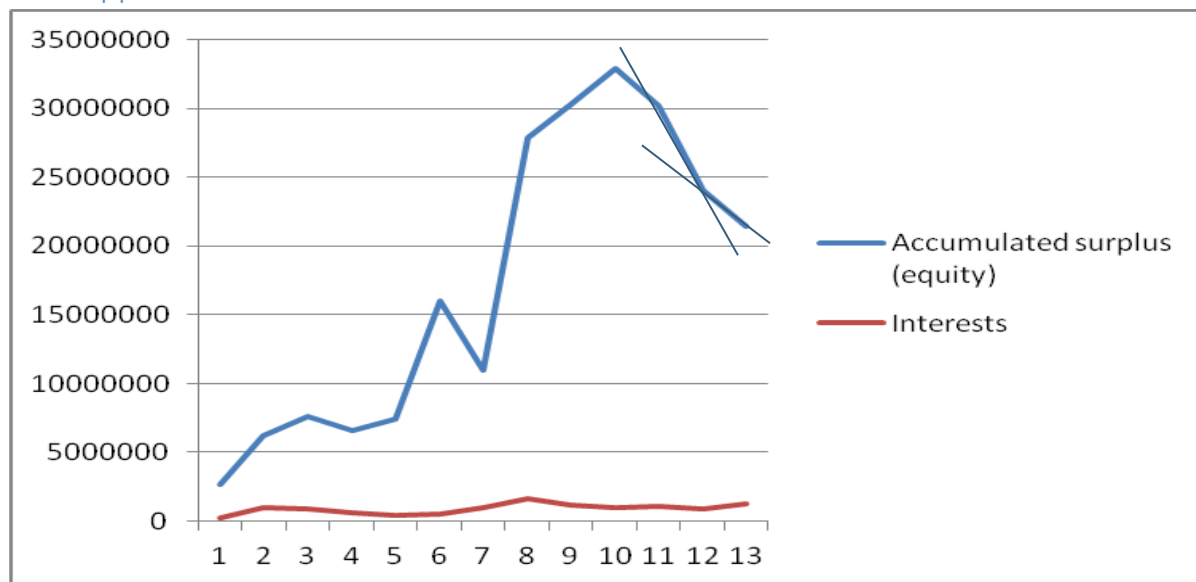
labour market in the first fifteen years of democratic rule in South Africa, this growth has been far outstripped by the numbers of young people who entered the labour market at the same time. The most disadvantaged group are women.

Appendix 6: List of projects

Vocational Skills Training Projects (General) Projects in red are SSACI's "flagship projects"	Vocational Skills Training Projects (Systemic) Projects in red are SSACI's "flagship projects"
1. Applied Broadcasting Centre Ulwazi	1. Establishment of SA Institute for Vocational & Continuing Education & Training
2. Accelerated Apprenticeships	2. Industry-based Work-Integrated Learning for Lecturers
3. Access (Technical College Scholarship Trust)	3. SwissCham College Improvement
4. Association for the Physically Disabled	
5. Avitourism	Enterprise Development Projects
6. Bahloki	1. Basic Entrepreneurial Skills Development
7. Business, Enterprise	2. Centre for Innovation & Entrepreneurship
8. Bergzicht	3. Dynamic Business Start-Up Programme
9. Borakanelo	4. Durban Institute of Technology
10. Business Skills Development Centre	5. Inyathelo
11. Call Centre Training	6. Jala Peo
12. Conquest for Life	7. Mobile Mentors
13. Dual System Apprenticeships	8. The Nation's Trust
14. Early Childhood Development Practitioner Training	9. Timbali Agrobusinesses
15. Engineering Skills for Employment	10. Tembalethu Thuthuka Upgrade
16. Furniture Skills Training	
17. Gateway	Other Projects
18. Graduate Internships	1. Amsai
19. Hospitality Skills for 2010	2. Forest Town
20. Human Resources for Rural Health	3. Giyani H.S.
21. Inner City Furniture	4. Small Projects
22. Inyathelo tourism devmt	
23. KwaZulu Natal Hospitality Training	
24. KZN Poultry Farming	
25. Midrand Eco-City Trust	
26. Non-artisan apprenticeships	
27. Outward Bound	
28. Pelindaba Skills Institute	
29. Rural Education Access Programme	
30. Siyavuka Lateral Improvement Foundation	
31. Skills Training for Employment Centre	
32. Stellemploy Cookery	
33. Stellemploy	
34. Swisscontact	
35. Technical College Scholarship Trust	
36. Technical & Vocational Education & Training Qualifications (Vocational Educators' Orientation Programme)	
37. Vukani-Ubuntu	

38. Workplace-based Experience for College Students	
39. Wilderness Trail Guiding	
40. Youth Empowerment Network	
41. Zenzele	

Appendix 7: SSACI's cash reserves



Highlights from the last Auditors' report May 2015:

- “There had been a substantial increase in SSACI’s income from service fees in 2014 over 2013 (R13’200’592 compared to R3’371’420)
- There had been a corresponding decline in the operating deficit for the year (R2’824’074 in 2014 compared to R6’218’635 in 2013)
- Thus, the rate of decline of SSACI’s cash reserves had decreased significantly but had not been completely reversed”.

Appendix 8: Income from service fees

Service Fees received	2013	2014
	ZAR	ZAR
Total	3371420	13200592
merSETA	1343000	1347000
HW SETA	1701000	8886000
Taletso College	277420	-
JET	50000	-
NSF	-	2617592
Embassy of Switzerland	-	350000