

W&RSETA RESEARCH STUDIES

Final project report



Topic 2

Strategic evaluation of suitable learning programmes
for the employed and unemployed



IMPACT ADVANTAGE
February 2022

W&RSETA: RESEARCH STUDIES

FINAL PROJECT REPORT

FEBRUARY 2022

Topic 2

**Strategic review of suitable learning programmes/
interventions for the employed and unemployed**

Phase 4 Report

Authors:

Dr Isabel Meyer
Dr Esbeth van Dyk

Research Agency: Impact Advantage

EXECUTIVE SUMMARY

This report constitutes the final (Phase 4) deliverable of a study commissioned by the W&RSETA to undertake a strategic evaluation of suitable learning interventions for the employed and unemployed. It triangulates across the findings from the literature review and the empirical work to respond to the research questions. The results that are summarised in this document point to the following:

Uptake

The percentage uptake increased for critical skills, occupational skills for employed learners, and NQF 5 for unemployed learners. Although the percentage uptake decreased for occupational skills, NQF 3 and NQF4 for unemployed learners, and NQF 5 for employed learners, the number of learners increased. The total number of learners increased by 246% from 8897 in 2017/18 to 30774 in 2019/20, resulting in an overall increase in uptake.

Companies require an annual progression of staff (staff pipeline) from one NQF level to the next. However, there is no time to release staff from the floor for NQF training, and delays in certification result in learners not being able to progress to the next NQF level. Companies often struggle to find suitable candidates for unemployed learnerships. Occupational training is less time consuming and regarded as more beneficial in the short term.

The heavy administrative burden and delays in payments deter companies from applying for grants, while the long timeline from recruitment to training results in learner dropouts. It is sometimes difficult to source a reputable training provider for company-specific training needs – some of the training is too generic and/or out-dated or not (adequately) provided by W&RSETA.

Provincial and rural/urban programmes

Hard-to-Fill vacancies (HTFVs), apart from confectionary bakers, butchers, retail general managers, E and retail store managers, are province specific. Differences in retail skills needs are bigger between sectors (e.g., fuel and food) than between provinces. Financial and digital literacy is lower in rural areas and there is a need for Adult Education and Training (AET) and bridging courses to improve poor literacy and numeracy owing to shortcomings in the education system. Training in rural areas should be customised for local language and culture.

Employed and unemployed learners

In 2018, South Africa had 7.9 million youth not in education, employment or training. According to the National Skills Development Plan, CET colleges should deliver training to unemployed and those in low or semi-skilled occupations, and the National Skills Fund could be utilised for the training of unemployed people. Unemployed youth would benefit from digital literacy, financial literacy, and life skills. The education funnel should be converted into a pyramid to create a supply of skilled employable workers.

The W&R sector employed approximately 3.32 million people in 2020. The New Growth Plan requires SETAs to train 10% of their work force annually. The Skills Value Chain approach can be used to modernise training programmes and develop a training pipeline.

Allocation model/methodology

The four main principles for effective fund allocation are (1) equitable distribution of resources, (2) considering resources beyond funding, (3) establishing priorities through stakeholder engagement, and (4) blending, braiding, and layering resources.

CONTENTS

1. INTRODUCTION	1
2. METHODOLOGY	1
2.1 Research objectives and questions	2
2.2 Research approach	2
2.3 Research method	3
3. RESPONSE TO RESEARCH QUESTIONS	4
3.1 Strategic view	4
3.2 Uptake	5
3.2.1 Analysis of uptake	5
3.2.2 Constraints of employers	8
3.2.3 Constraints of current allocation process	9
3.3 Provincial and rural/urban programmes	11
3.4 Employed and unemployed learners	13
3.4.1 Unemployed youth	13
3.4.2 Employed learners	14
3.4.3 Skills value chain	15
3.5 Allocation model / methodology	16
4. RECOMMENDATIONS	18
4.1 Interventions	18
4.1.1 Short term	18
4.1.2 Medium to long term	18
4.2 Critical success factors	19
4.3 Measures of success and impact	19
5. SUMMARY RESPONSE TO RESEARCH QUESTIONS	20
6. CONCLUSION	21
REFERENCES	22

LIST OF FIGURES

Figure 1 Research approach	3
Figure 2 Training pipeline	4
Figure 3 Demand for PIVOTAL programme types	5
Figure 4 Applications for PIVOTAL programme types (2019 – 2020) Source: Mugobo and Aspeling (2019)	6
Figure 5 Education pyramid Source: adapted from South African Market Insights (2019)	14
Figure 6 Four principles of effective resource allocation (Source: Willis <i>et al</i> , 2019)	16

LIST OF TABLES

Table 1 Research questions and research instruments	3
Table 2 Uptake versus applications for PIVOTAL progammes.....	7
Table 3 Total number of applications versus allocations for PIVOTAL progammes.....	7
Table 4 Hard-To-Fill Vacancies per province	11
Table 5 Summary response to research questions	20

DEFINITIONS and ABBREVIATIONS

TERM	DEFINITION
Allocation model	A model that reflects the critical elements that affect successful allocation and uptake of skills development opportunities, and the relevant impacts.
AET	Adult Education and Training
ATR	Annual Training Report
CET	Community Education and Training
Design Science Research	A study of the way in which objects or systems are designed and improved. Research results are often developed through multiple study iterations.
DHET	Department of Higher Education and Training
EC	Eastern Cape
FS	Free State
GP	Gauteng
HTFVs	Hard-To-Fill Vacancies
KZN	KwaZulu-Natal
LP	Limpopo
ME	Micro Enterprise
MP	Mpumalanga
NC	Northern Cape
NEET	Not in education, employment or training
NSDP	National Skills Development Plan
NSF	National Skills Fund
NW	North West
NQF	National Qualifications Framework

PIVOTAL	Professional, Vocational, Technical and Academic Learning Programmes
SDF	Skills Development Facilitator
SHEQ	Safety, Health, Environment and Quality
SLO	Sector Liaison Officer
SMEs	Small and Medium Enterprises
SMMEs	Small, Medium, and Micro Enterprises
SSP	Sector Skills Plan
TVET	Technical and Vocational Education and Training
WC	Western Cape
W&R	Wholesale and Retail
W&RSETA	Wholesale and Retail Sector and Training Authority
WSP	Workplace Skills Plan

DOCUMENT HISTORY

Revision	Description	Date submitted
Document 1.0	Release of report to the W&RSETA research and innovation specialist	28 February 2022

1. INTRODUCTION

The W&RSETA, within its mandate to support the Wholesale and Retail (W&R) sector in ongoing improvement of sector-wide skills development, commissioned this research study to explore (1) transformation to advance business sustainability and resilience with a focus on entrepreneurship development; and (2) undertake a strategic evaluation of suitable learning interventions for the employed and unemployed.

This document constitutes the Phase 4 deliverable for the second topic (strategic evaluation of suitable learning interventions for the employed and unemployed). Phases 1 and 2 of the study reviewed literature relevant to the topic – specifically the W&RSETA’s relevant documents, as well as literature pertaining to fund allocation models in a resource-constrained context. The reviews culminated in key aspects that influence fund allocation, a high-level allocation model, and research (data collection) instruments.

Phase 3 reported on the data collection process. It summarised the results of the online surveys, interviews, and focus group sessions against the relevant research questions. The empirical results have been integrated with the results of the document and literature review to arrive at the responses to the research questions and appropriate recommendations in this final (Phase 4) project report.

The project methodology is summarised in Section 2, followed by the responses to the research questions in Section 3. Section 4 describes interventions, measures of success and impact, and critical success factors, and Section 5 summarises.

2. METHODOLOGY

The research methodology was selected to develop an understanding of discrepancies in the resource allocation model for skills development for the employed and the unemployed within the W&R Sector. The focus is on interrogating the current allocation process, identifying reasons for discrepancies between the allocation and uptake of skills development opportunities, and proposing approaches for improvement. The provincial spread of the allocation is also considered. The intent is to conceptualise an allocation model (guiding principles) to alleviate identified discrepancies, while delivering an appropriate provincial allocation.

The Phase 1 report provided an overview of documents relevant to this topic, as provided by the W&RSETA. The Phase 2 review expanded on the Phase 1 report by adding a review of literature on generic strategies for budget allocation in resource-constrained contexts. The empirical work described in the Phase 3 report summarised the viewpoints of stakeholders obtained through online surveys, interviews, and focus group sessions. All of these perspectives are integrated to respond to the research questions and develop a high-level model (principles) to guide fund allocation decisions.

This section summarises the research questions, approach, and method used to address the research objectives.

2.1 Research objectives and questions

Topic 2 of this research study has the following objectives, as per agreement with the W&RSETA:

Strategic evaluation of suitable learning interventions/ programmes for the employed and unemployed

- Why the high uptake for learning programmes; and
- Are we investing in the right programmes in the right provinces?

In subsequent clarification, the W&RSETA proposed that the following aspects be considered under Topic 2:

- Allocation model per demand and skills
- Allocations for rural and urban (opportunities and challenges)
- Best practices for employed and unemployed skills development allocations
- Reasons for lower interest in training at a higher NQF

In a recent MANCO meeting, the following questions were raised:

- Why are employers
 - struggling with uptake for employed and unemployed?
 - not taking up skills programmes?
 - not training or taking up learners at NQF 2 to 5?
- What are the immediate interventions?
- What are the medium-/long-term interventions?

This report summarises the research findings on all of the above questions, by integrating the perspectives from the literature and document review (Phases 1 and 2 reports) and empirical work (Phase 3).

2.2 Research approach

This qualitative research study took an iterative approach to developing an understanding of the aspects that influence resource allocation for skills development for the employed and unemployed. The research approach combined a literature and document review, stakeholder interviews, focus groups, and an online survey to develop insights (see Figure 1). It was broadly based on the Design Science research approaches, which supports the use of multiple iterations of research instruments to develop and refine the research products (Gregor and Hevner, 2013).

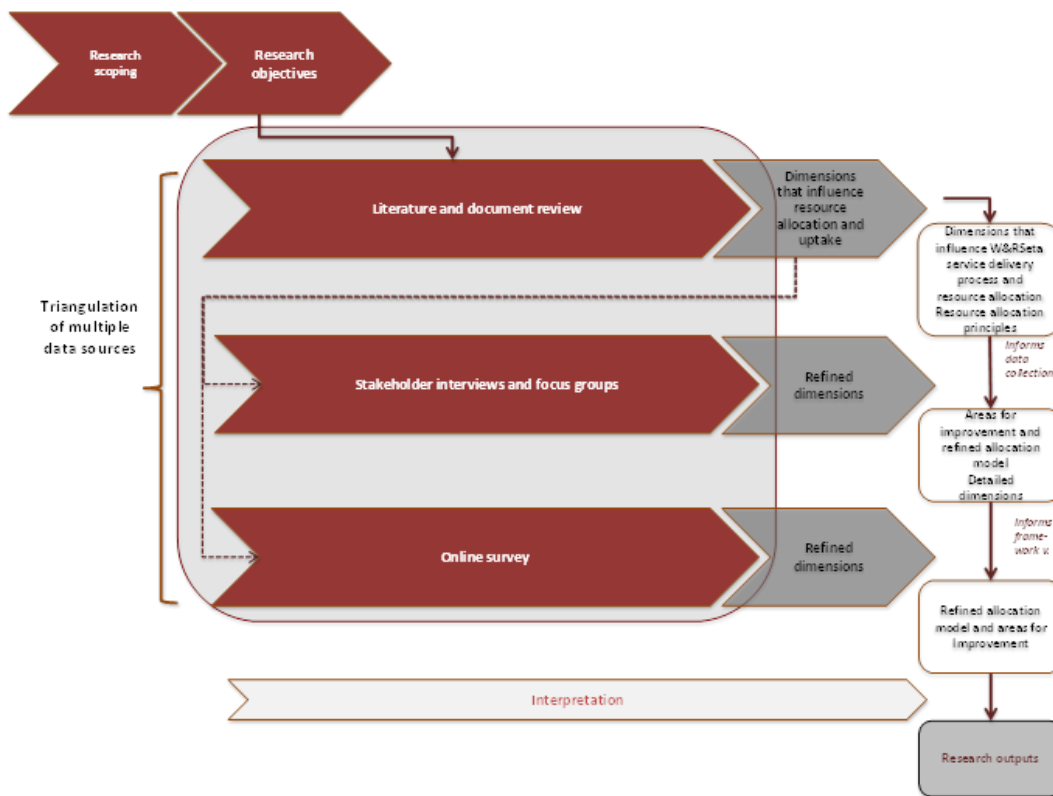


Figure 1 Research approach

2.3 Research method

A combination of instruments, as listed in Section 2.2, was used to resolve the research questions. The contributions of the various research instruments to the research questions are summarised in Table 1:

Table 1 Research questions and research instruments

Focus	Research question	Literature and document review	Online survey	Provincial Focus group	Stakeholder engagement (interviews)
Topic 2 Strategic review	High uptake for learning programmes	Literature and document review: confirm differences and patterns of investment	Examine reasons for discrepancies	Examine reasons for discrepancies	Examine reasons for discrepancies
	Investment balance across provinces	Develop a view on the current process and identify opportunities for improvement for further investigation Review fund allocation models		Examine needs across provinces	Test alternative approaches Examine needs across provinces

The literature and document review developed an understanding of the current allocation process by reviewing documents relevant to this topic, as provided by the W&RSETA. It also considered literature related to strategies and principles of budget allocation in resource-constrained contexts.

The empirical work explored perspectives on training and development needs and demand for training programmes, including provincial and urban/rural needs, impact of the grants and training programmes, constraints of the current allocation process, and critical success factors.

This last phase triangulates across perspectives from the literature and document review and empirical work to answer the research questions and develop a high-level fund allocation model (framework).

3. RESPONSE TO RESEARCH QUESTIONS

This section provides responses to the various research questions, by integrating results from the literature review and empirical work. The questions are grouped according to themes and are summarised at the end of each subsection.

3.1 Strategic view

The Department of Higher Education and Training (DHET) published SETA grant regulations (DHET, 2012) and distributed guidelines on the implementation of these regulations (DHET, 2013) to direct the SETAs’ allocation of the skills levies to mandatory and discretionary grants. In order to address skills shortages that are holding back economic growth, the DHET has directed that at least 80% of the discretionary funds should be spent on PIVOTAL programmes that focus on scarce and critical skills needs. Training for scarce skills often involves high-level qualifications that require a number of years of training as well as workplace integrated learning (DHET, 2013).

During stakeholder consultations, employers expressed their need for NQF learnerships to improve employees’ qualifications for career development and succession planning, while training providers cited a high demand for learnerships to enable unemployed youth to acquire the skills and qualifications required for employment (Phase 3 report, section 3.1).

These needs could be addressed by establishing and managing a training pipeline that enables learners to progress through the various NQF levels in consecutive years until they have mastered the required skills and obtained their qualifications. Such a training pipeline is depicted in Figure 2.

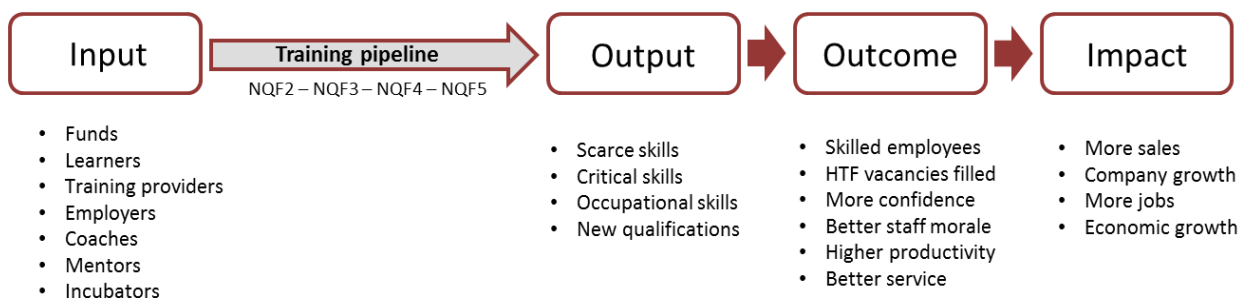


Figure 2 Training pipeline

For an effective training pipeline, the following five critical elements for sustainable and balanced growth, as identified in the G20 training strategy (ILO, 2010) are required:

1. Availability of quality education for all as a foundation for future training.

2. Good collaboration between industry and training institutions to ensure that training provision matches the needs of business. This is often best coordinated at a sectoral level with input from employers, employees, training institutions, and government.
3. Continuous workplace training and lifelong learning in order to keep up with the rapid pace of change.
4. Early identification and competency building for future skills needs.
5. Access to training opportunities for all, especially those groups facing more challenges such as rural communities, youth, lower skilled workers, and people with disabilities.

3.2 Uptake

This section responds to the following research questions:

- Why the high uptake for learning programmes
- Reasons for lower interest in training at a higher NQF
- Why are employers
 - struggling with uptake for employed and unemployed?
 - not taking up skills programmes?
 - not training or taking up learners at NQF 2 to 5?

3.2.1 Analysis of uptake

The demand for PIVOTAL programmes were investigated through an online survey as discussed in Section 3.1 of the Phase 3 report. Figure 3 displays the percentage of respondents from the online survey who indicated that they have a high demand for certain PIVOTAL training programmes (they were allowed to select more than one training programme option), while Figure 4 shows the distribution of applications received for PIVOTAL training programmes in the 2019 – 2020 financial year according to the analysis of Mugobo and Aspelung (2019). Programmes accounting for less than 3% of the applications were excluded from Figure 4. Although the percentages in the two graphs cannot be compared directly, both graphs show a high demand for occupational skills programmes.

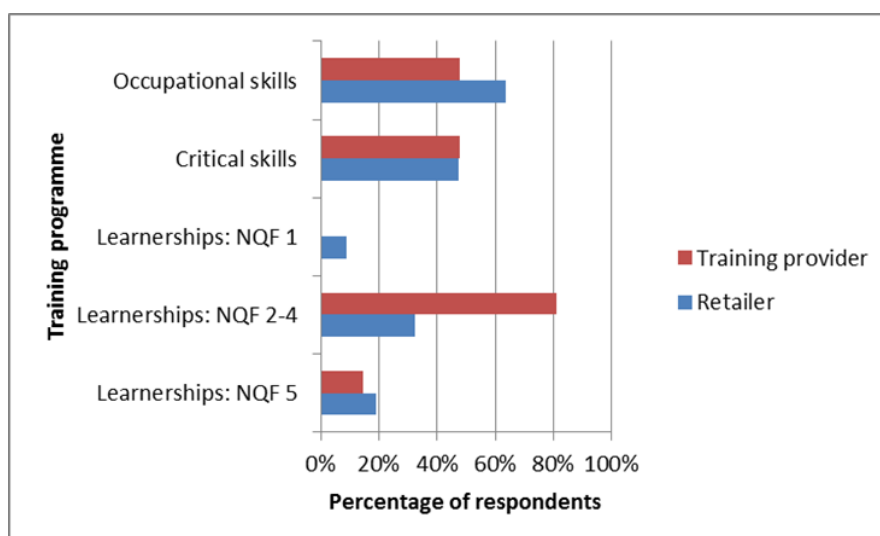


Figure 3 Demand for PIVOTAL programme types

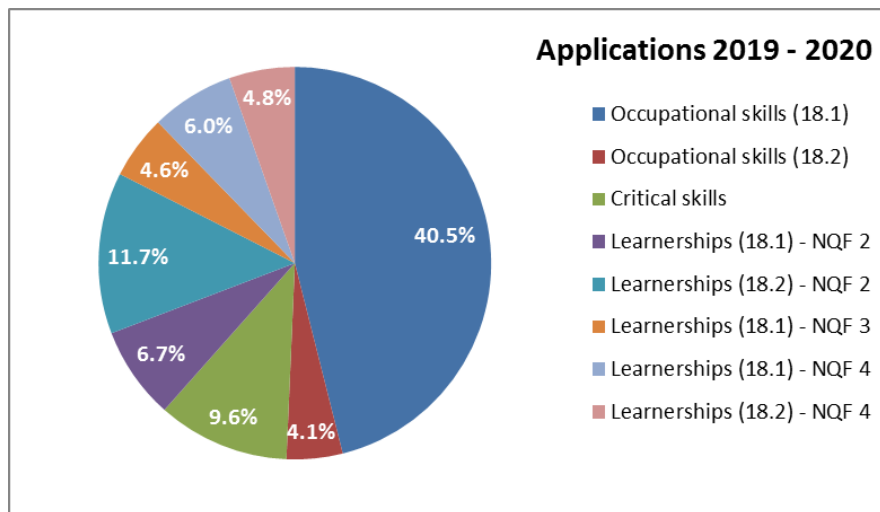


Figure 4 Applications for PIVOTAL programme types (2019 – 2020)
 Source: Mugobo and Aspeling (2019)

The PIVOTAL Grants’ trend analysis for the period 2015-2020 analysed the trends of the gaps between applications and uptake for the various PIVOTAL programmes. There are only three instances where the gaps reduced (i.e., the percentage uptake increased) over the period as indicated by the arrows in Table 2. These were for critical skills, occupational skills for employed learners and NQF 5 for unemployed learners. For all the other programmes, the percentage uptake decreased from 2017/18 to 2019/20.

In spite of the reduction in percentage uptake for many programmes, the total number of learners applied for and trained increased in every period as is evident from Table 3. Furthermore, the growth in the number of learners trained (246%) far exceeds the growth in applications (86%). From Table 2 it can be seen that, for the three instances where the percentage uptake increased, the number of learners increased by more than 200% (indicated in green). In addition, there are four instances where the number of learners increased by between 40% and 90% (indicated in yellow) from 2017/18 to 2019/20 although the percentage uptake decreased. These were for occupational skills, NQF 3 and NQF4 for unemployed learners, and NQF 5 for employed learners. In the remaining instances the number of learners decreased from 2017/18 to 2019/20. These were for NQF 2, NQF 3, and NQF 4 for employed learners and NQF 2 for unemployed learners.

Table 2 Uptake versus applications for PIVOTAL programmes

Critical skills		Number of Learners		
Period	Applications	Uptake	% Uptake	
2017 - 2018	9124	1324	15%	
2018 - 2019	14754	1973	13%	
2019 - 2020	9506	4008	42%	
% Growth	4%	203%		

Occup skills		Number of Learners (18.1)			Occup skills		Number of Learners (18.2)		
Period	Applications	Uptake	% Uptake		Period	Applications	Uptake	% Uptake	
2017 - 2018	25265	2132	8%		2017 - 2018	436	436		
2018 - 2019	32426	5500	17%		2018 - 2019	4029	800	20%	
2019 - 2020	40280	9496	24%		2019 - 2020	4033	698	17%	
% Growth	59%	345%			% Growth	825%	60%		

NQF 2		Number of Learners (18.1)			NQF 2		Number of Learners (18.2)		
Period	Applications	Uptake	% Uptake		Period	Applications	Uptake	% Uptake	
2017 - 2018	2205	1178	53%		2017 - 2018	5165	2278	44%	
2018 - 2019	6147	1095	18%		2018 - 2019	6954	1710	25%	
2019 - 2020	6671	891	13%		2019 - 2020	11637	2152	18%	
% Growth	203%	-24%			% Growth	125%	-6%		

NQF 3		Number of Learners (18.1)			NQF 3		Number of Learners (18.2)		
Period	Applications	Uptake	% Uptake		Period	Applications	Uptake	% Uptake	
2017 - 2018	2931	1443	49%		2017 - 2018	959	550	57%	
2018 - 2019	3478	622	18%		2018 - 2019	3000	743	25%	
2019 - 2020	4578	748	16%		2019 - 2020	4858	930	19%	
% Growth	56%	-48%			% Growth	407%	69%		

NQF 4		Number of Learners (18.1)			NQF 4		Number of Learners (18.2)		
Period	Applications	Uptake	% Uptake		Period	Applications	Uptake	% Uptake	
2017 - 2018	1856	950	51%		2017 - 2018	1681	666	40%	
2018 - 2019	3523	565	16%		2018 - 2019	1523	366	24%	
2019 - 2020	5987	821	14%		2019 - 2020	4727	1266	27%	
% Growth	223%	-14%			% Growth	181%	90%		

NQF 5		Number of Learners (18.1)			NQF 5		Number of Learners (18.2)		
Period	Applications	Uptake	% Uptake		Period	Applications	Uptake	% Uptake	
2017 - 2018	412	221	54%		2017 - 2018	312	54	17%	
2018 - 2019	595	111	19%		2018 - 2019	368	89	24%	
2019 - 2020	1589	309	19%		2019 - 2020	704	194	28%	
% Growth	286%	40%			% Growth	126%	259%		

Source: Data obtained from Mugobo and Aspeling (2019)

Table 3 Total number of applications versus allocations for PIVOTAL programmes

Period	Number of Learners		% Uptake
	Applications	Allocations	
2017 - 2018	53 528	8897	17%
2018 - 2019	80 847	19025	24%
2019 - 2020	99 331	30774	31%
	86%	246%	

Source: Data obtained from Mugobo and Aspeling (2019)

The online surveys and focus group discussions surfaced many issues that affect the allocation and uptake of grants, which will be discussed in the next two sections.

3.2.2 Constraints of employers

3.2.2.1 Lack of time

Many retailers operate on tight profit margins, especially after the Covid-19 pandemic, which resulted in additional expenses related to the health and safety of their staff and customers, and lower sales due to lockdown restrictions. This in turn resulted in staff lay-offs. Retailers cited lack of time as the main reason why (permanent) staff could not attend NQF levels 2-5 training, or did not complete their training as they were needed on the floor. This gave rise to a higher demand for occupational training, which takes less time and enables staff to perform their tasks better. Sometimes companies have to forfeit allocations because of pressing business priorities.

3.2.2.2 Staff pipeline

There is a need to upskill more senior staff (NQF 3 – 5) to enable them to become supervisors and managers, but companies stated that it was difficult to obtain grants. They would also like to plan career development, which included an annual progression of staff (staff pipeline) from one NQF level to the next; however, this is not currently possible owing to certification delays. This is discussed in more detail in section 3.2.3.

3.2.2.3 Relevant training

A number of the companies are of the opinion that much of the training is too generic and/or out-dated. Some of the large retailers have therefore developed their own customised in-house NQF levels 2-5 training. A need for NQF levels 4-5 qualifications targeted at field managers within the retail sector were also mentioned, as well as a need for NQF level 6 learnerships and more W&R-specific qualifications.

Four prominent categories of training needs were mentioned by numerous stakeholders, namely: (1) occupational health and safety, (2) digital literacy, (3) financial literacy, and (4) soft skills. In addition, the move to e-commerce creates a need for e-commerce marketing skills, including social media and digital customer communication skills. Some of these training needs are not presently or adequately covered by the W&RSETA. Many companies are manufacturers and wholesalers or retailers and therefore have training needs that fall under more than one SETA, while some businesses have very specific training needs related to their products. Training needs have been discussed in more detail in Section 3.2 of the Phase 3 report.

3.2.2.4 Training providers

Some companies find it difficult to source accredited training providers for their specific training needs, for example, to train team leaders and managers in areas such as procurement, receiving, sales, and logistics. With the move to online training, it has become difficult to find suitable training facilities for learners who do not have personal computers or internet access. Retailers' satisfaction with training providers varies widely. While there are many excellent training providers, there are also some who provide poor or inappropriate skills training or do not complete the training on time. Retailers would prefer a list of reputable accredited training providers who are closer to them and can address their training needs.

Training providers prefer to co-create their training programmes with the employer and W&RSETA in order to customise the training to the employer's specific needs and to ensure that the training meets the W&RSETA's objectives.

3.2.2.5 Unemployed learners

Owing to the constraints mentioned above, NQF training is increasingly being provided to the unemployed, especially as the demand for training of unemployed learners is much more than can be accommodated.

Some stakeholders felt that it would be beneficial to extend the learnerships for the unemployed with another year to enable them to complete NQF level 3 before employing them. Some companies indicated that they struggle to find suitable candidates for the unemployed learnerships. Candidates need to be screened carefully to make sure that they are interested in the training rather than the stipend.

3.2.3 Constraints of current allocation process

Retailers experience many operational issues related to the W&RSETA grant application and allocation process as constraints for taking up grants. These issues are summarised here and have been discussed in more detail in Section 3.5 of the Phase 3 report.

3.2.3.1 Administrative burden

Many stakeholders feel that the W&RSETA processes are too complicated and time consuming, and require too much paperwork and duplication. This results in some companies not applying or no longer applying for grants. A training workshop on the W&RSETA processes and policies would benefit accredited and non-accredited training providers.

3.2.3.2 Timeline of processes and advertising cycles

Retailers report long delays in W&RSETA processes, such as no contracts for learners after 4 months, which result in learners dropping out of the system. Training providers complain about waiting more than a year for learning programmes to be approved. These delays are probably due to the W&RSETA experiencing capacity and system constraints, but lead to retailers discontinuing their participation. Improved turnaround time for grant allocation, contracting, and claims are required.

Stakeholders feel that new programmes should be advertised more widely and for a longer period of time before the due dates for applications; PIVOTAL programmes in particular should be aligned with the skills planning cycles of retailers. Training should start early in the financial year of the retailer, which means that recruitment and registration of learners should happen between January and March, for training to commence in April. This will enable learners to be sufficiently trained by November to assist during the peak season.

3.2.3.3 Payments

Delays in payment cause the most frustration. Many examples have been cited where companies had to wait months or even years for grants to be paid, while they have to pay the learners their stipends in the meantime. They feel that they are acting like a bank for the W&RSETA, as they have to pay the stipends from their own funds, although they can use the grant for future learners. When learners do not receive their stipends, training providers or SLOs get accused of stealing the money. Learners and SMMEs then drop out of the system because they think it is a scam.

Delays in payment put a lot of strain on training providers as they have to pay their trainers, pay for venues and catering, print training materials, and others. This results in training providers not completing training on time due to lack of funds, and in good training providers leaving the market place.

3.2.3.4 Certificates

The learners experience delays of up to 3 years in receiving their certificates once they have completed their training. Companies sometimes have to promote people before they have received their qualifications. As the period between training and verification is too long, the learnerships are not signed off in time and the company does not receive payment. It results in learners not being able to progress to the next NQF level

the following year, as they are still on the W&RSETA system and therefore cannot register. Learners then have to take a “gap year” which breaks their momentum and motivation and interrupts the company’s staff pipeline. This makes learners despondent to register for learnerships.

3.2.3.5 Management Information System

The W&RSETA has been establishing a new online portal which should have streamlined these processes and eliminated the delays. It is understood that the intention was to be able to upload all documents and then track the documents and payments through the system. However, the system is not fully functional yet. This reflects poorly on SLOs and SDFs, because their clients think that they are not doing their work.

3.2.3.6 Policies

Respondents feel that there should be more scope to select training that is relevant to company needs. Companies who receive small allocations might not have enough learners to fill a class for training, hence allocations need to be done in batches across companies in the same region. A proper replacement policy is required for learners who drop out before training starts. Smaller companies would prefer to apply for internships on a pre-approval basis so that, when the need arises, they can quickly recruit an intern and send proof to unlock the funds.

3.2.3.7 Engagement with the W&RSETA

Stakeholders’ customer service experience of the W&RSETA offices varies widely. Some report good response rates from helpful staff at regional/provincial offices, while others are highly frustrated with the total lack of response and support. The level of customer service seems to depend more on the specific office, although there are some hardworking, helpful individuals at all offices.

Summary

Trends

- ☞ The percentage uptake increased for critical skills, occupational skills for employed learners and NQF 5 for unemployed learners
- ☞ Although the percentage uptake decreased for occupational skills, NQF 3 and NQF4 for unemployed learners, and NQF 5 for employed learners, the number of learners increased
- ☞ The total number of learners increased by 246% from 8897 in 2017/18 to 30774 in 2019/20, resulting in an overall increase in uptake.

Constraints

- ☞ Retailers require an annual progression of staff (staff pipeline) from one NQF level to the next
- ☞ There is no time to release staff from the floor for NQF training
- ☞ Occupational training is less time consuming and more beneficial
- ☞ Training is too generic and/or out-dated or not (adequately) provided by W&RSETA
- ☞ It is sometimes difficult to source a reputable training provider for company-specific training needs
- ☞ Retailers struggle to find suitable candidates for unemployed learnerships
- ☞ The heavy administrative burden deters companies from applying for grants
- ☞ The long timeline from recruitment to training results in learner dropouts
- ☞ Programme advertisements should be aligned with the skills planning cycles of employers
- ☞ Delays in payments put financial strain on employers and training providers, which results in employers no longer applying for grants and training providers closing down
- ☞ Delays in certification result in learners not being able to progress to the next NQF level
- ☞ The new management information system should reduce delays but is not yet functional

3.3 Provincial and rural/urban programmes

This section responds to the following research questions:

- Are we investing in the right programmes in the right provinces?
- Allocations for rural and urban (opportunities and challenges)

In 2020, an analysis was done of the Hard-To-Fill Vacancies (HTFVs) from the WSP/ATR 2020 data, employee interviews and a HTFV survey (W&RSETA, 2020c). Table 4 shows the HTFVs per province. Confectionery bakers were needed in all provinces except Mpumalanga, while butchers, retail general managers, and retail store managers were in short supply in 6 provinces. The remaining occupations were mostly in short supply in 1 or 2 provinces only, indicating that the HTFVs vary significantly amongst provinces.

Table 4 Hard-To-Fill Vacancies per province

Occupation	GP	KZN	WC	FS	NW	LP	MP	EC	NC
Administrative Services Manager	X								
Baker – Confectionary	X	X	X	X	X	X		X	X
Baker – Cake / Bread									X
Bakery & Confectionary Products Machine Operator									X
Bricklayer and Plaster						X			
Business Operations Manager					X				
Butcher	X	X		X	X	X			X
Butcher’s Assistant		X							
Cashier							X		
Chef / Head Chef					X	X			
Computer Network Technician								X	
Corporate General Manager	X			X					
Cosmetic Sales Assistant			X						
Customer Care Manager / Representative				X					
Diesel Mechanic									X
Drainage, Sewerage and Storm Water Worker					X				
Electrician						X			
Electrician Assistant						X			
Employee Wellness Manager								X	
Fast Food Assistant / Operator				X			X		
Field Service Technician (Diesel)					X				
Financial Planner								X	
Fitter & Turner									X
Food Services Manager								X	
General Clerk									X
ICT / IT Manager				X					
Industrial Machinery Mechanic					X				
Industrial Products Sales Representative					X				
Internal Audit Manager				X					
Maintenance Person / Coordinator						X			
Management Consulting / Specialist	X			X					
Management Systems Consultant				X					

Occupation	GP	KZN	WC	FS	NW	LP	MP	EC	NC
Marketing Officer									X
Merchandise Planner			X						
Millwright									X
Petrol Station Attendant							X		
Retail Buyer		X	X						
Retail General Manager	X	X	X		X	X		X	
Retail Store Manager	X	X	X			X	X	X	
Retail Supervisor		X	X					X	X
SHEQ Officer / Practitioner					X	X	X		
Sales / Shop Assistant (General)	X		X				X	X	
Sales Manager		X							
Service Station Attendant							X		
Service Station Cashier							X		
Service Station Salesperson							X		
Shelf Filler		X							
Software Developer	X		X						
Stores Assistant								X	
Truck Driver (General)			X						
Visual Merchandiser	X			X					
Warehouse Manager		X							

Source: W&RSETA (2020c)

Specific training needs and differences in training needs across provinces were discussed with focus group participants. Participants felt that retail stores have similar skills needs everywhere, and that the differences in retail skills needs were bigger between sectors (e.g., fuel and food) than between provinces. However, the following important differences between urban and rural areas/provinces were pointed out:

- There are fewer (large) businesses in rural areas and therefore fewer learnership opportunities.
- Programmes related to culture differ between provinces.
- There is a need to provide training in local languages rather than in English in some rural areas.
- Training should be customised with examples that are relevant to culture and area.
- The educational level / basic entry level is lower in rural areas owing to shortcomings in the education system. Learners might therefore not meet the entry-level requirements for training, and would require access to adult basic education or a bridging course to improve literacy and numeracy.
- Financial literacy is lower in rural areas.
- Digital literacy is lower in rural areas – learners need to be shown how to switch on a computer and operate a mouse.
- Youth in rural areas often lack confidence – there is a need to build their self-esteem and confidence first.
- There is a need to expand informal-level training for youth in rural villages to develop entrepreneurship so that they do not have to relocate to a city to find employment.
- Informal traders in remote areas lack opportunities and need more support.

Summary

- ☞ HTFVs, apart from confectionary bakers, butchers, retail general managers and retail store managers, are province specific.
- ☞ Differences in retail skills needs are bigger between sectors (e.g., fuel and food) than between provinces.
- ☞ Fewer opportunities exist for learnerships and informal traders in rural areas
- ☞ Training in rural areas need to be customised for local language and culture
- ☞ Financial and digital literacy is lower in rural areas; there is a need for AET or a bridging course to improve literacy and numeracy in rural areas
- ☞ Youth in rural areas often lack confidence and self-esteem

3.4 Employed and unemployed learners

This section responds to the following research question:

- Best practices for employed and unemployed skills development allocations

3.4.1 Unemployed youth

South Africa has a significant problem of youth not in education, employment, or training (NEET). In 2018, StatsSA estimated that there were more than 3.3 million youth aged 15 – 24 years and 4.6 million aged 25 – 34 in this category. In addition, more than 18 million people above the age of 20 years had education levels below the National Senior Certificate of which more than 2 million workers (13.8% of the employed) had only primary school education or lower in 2014 (DHET, 2019). The majority of these 2 million workers were over the age of 35 years.

The National Skills Development Plan (NSDP) (DHET, 2019) stipulates that the National Skills Fund (NSF), which receives 20% of the skills levy, should be used to fund the training of unemployed people to transition into employment or self-employment. This training will be provided by Community Education and Training (CET) colleges. *“The CET colleges will cater for the knowledge and skills needs of the large numbers of adults and youth requiring education and training opportunities, unemployed people, and those employed but in low or semi-skilled occupations.”* This will be done by offering *“programmes that are responsive to the needs of communities and that enable individuals to find work, start businesses, and develop sustainable livelihoods and progress into other education institutions”*. The NSF will play a key role by focussing on *“skills development offered through the CET Colleges, prioritising the NEET and supporting wider government strategies such as youth programmes, building small businesses and cooperatives, and rural development”* (DHET, 2019). The NSDP proposes that CET colleges should reach an additional one million learners by 2030 (DHET, 2019).

Unemployed youth would benefit from basic digital skills training to enable them to access online training and other information that could lead to employment or income generating opportunities. They would also benefit from financial literacy and soft skills such as how to be a responsible citizen and employee, which would make them more trainable and employable.

One of the policy objectives of the White Paper for Post School Education and Training (WP-PSET) is to improve the relationship between education and training and the workplace. The WP-PSET regards the Technical and Vocational Education and Training (TVET) colleges as the vehicle through which to prepare students for the workplace – an effective TVET system should focus on training for employment. This can be achieved through workplace-based learning, which is where the SETAs play an important role in linking employers with training institutions to ensure that the curricula remain relevant and to provide opportunities for workplace-based learning. The WP-PSET proposes an expansion and strengthening of TVET colleges to become the prominent post-school training system for South Africa, envisaging an enrolment of 2.5 million students in TVET colleges by 2030. This includes the NSDP target of delivering 30 000 artisans annually.

The funnel on the left of Figure 5 shows the number of students in adult education, colleges and universities in 2014 (South African Market Insights, 2019). If sufficiently large numbers of people with AET and NEET needs can be upskilled through CET colleges (using the NSF) and then prepared for the workplace through TVET colleges (using W&RSETA grants), the funnel can be turned into the pyramid on the right of Figure 5 over time. This will create a supply of skilled employable workers from which to grow the sector.

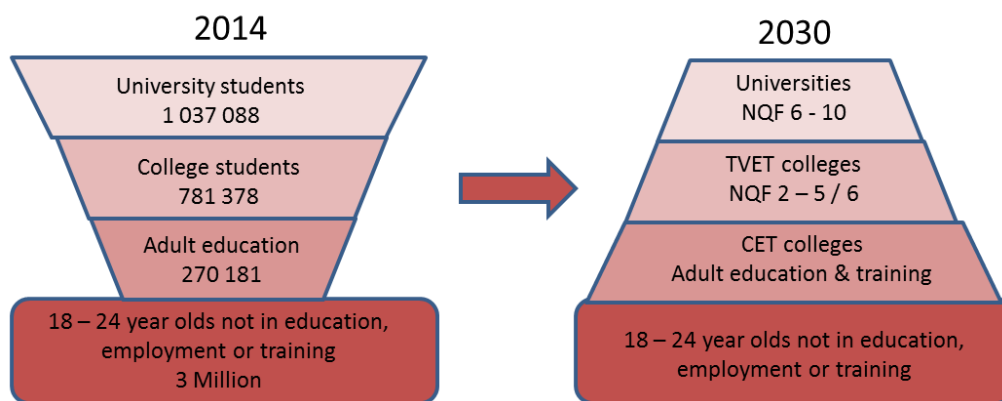


Figure 5 Education pyramid
Source: adapted from South African Market Insights (2019)

3.4.2 Employed learners

The W&R sector employed approximately 3.32 million people in 2020 (W&RSETA, 2020d), of which 2.155 million were in formal employment, accounting for approximately 22% of the formal labour force (StatsSA, 2020). South Africa’s workforce often works long hours but has low productivity and transformation in the workplace has been slow. The New Growth Plan targets 1.2 million workers for certified on-the-job skills improvement programmes annually from 2013, which implies that every SETA should co-finance training for approximately 10% of the workforce annually (DHET, 2019). In the case of the W&RSETA, this would require training of approximately 332 000 workers annually. However, in 2019/20 the W&RSETA trained only 30 774 learners (see Table 3), which included employed as well as unemployed learners.

Although there was a significant increase in the number of employed learners receiving critical skills and occupational skills training over the period 2017/18 to 2019/20, the number of employed learners receiving NQF level 2, 3, and 4 training decreased substantially, as was discussed in Section 3.2.1. While critical and occupational skills training provide short-term benefits, the NQF training provides more depth to the learner’s knowledge and enables him/her to contribute more to the business over the longer term. In order

to address the HTFVs, feed the staff pipeline for more senior positions, and enable career development for employed workers, the W&RSETA will have to encourage employers to expand their NQF training.

A number of the companies are of the opinion that much of the training is too generic and/or out-dated. Some of the large retailers have therefore developed their own customised in-house NQF levels 2-5 training (as mentioned in section 3.2.2.3). There has also been a shift in focus from qualifications to skills. For example, many retailers now offer online shopping which creates a need for e-commerce skills. Instead of addressing skills needs through short courses only, the skills should be incorporated into NQF training in order to link skills to occupational qualifications. The Skills Value Chain approach (Rea, 2021) could be used to develop and deliver these qualifications. This will be discussed further in section 4.

Another constraint on the demand for NQF training is that staff cannot be released from the floor for the duration of NQF training (as discussed in Section 3.2.2.1). The W&RSETA will therefore have to create a mechanism to assist employers, for example, by providing the employer with an intern to take on some of the tasks of the staff member on training. This could potentially be done in collaboration with other initiatives such as the YES programme. By aligning the PIVOTAL programmes with the skills planning cycles of employers, simplifying the application process, and reducing payment and certification delays (as discussed in Section 3.2.3), the uptake of NQF programmes will also increase. As employers often plan career development for their staff over periods of longer than one year and/or would like to see their staff progress from one NQF level to the next in consecutive years, the W&RSETA should consider introducing longer planning cycles for NQF training, for example two- or three- year cycles, to encourage employers to send their workers for NQF training. This will create a pipeline of skilled workers for the W&R sector to fill the HTFVs and grow the sector.

3.4.3 Skills value chain

In order to develop a training pipeline that will deliver all the skills required by their new Innovation Strategy, the UK Government proposes a Skills Value Chain approach. The Skills Value Chain approach is comprised of three sequential activities (Department for Business, Energy & Industrial Strategy, 2021; Rea, 2021):

1. Convening stakeholders (e.g., industry experts, centres of specialisation, employers, and training providers) to undertake 'foresighting', to establish emerging and future skills needs in a sector and analyse the gap between current provision and future needs.
2. Developing curricula, course content and modular training to meet the needs identified during foresighting.
3. Transferring skills by training lecturers, providing funded learner uptake to employers in the sector, and working with high-quality training providers to make the courses widely available.

The W&R sector ranges from super large companies to informal traders that have vastly different needs and training requirements. Needs also differ between subsectors. Information obtained from companies' WSP and ATR submissions only covers short-term possibly reactive training requirements and does not provide a strategic view of future needs. The W&RSETA could expand on their Advisory Committees and Regional Forums to engage with CEOs and industry experts in the W&R sector in such a foresighting exercise to inform the Skills Value Chain. The second and third activities of the Skills Value Chain match the NSDP outcome of expanding the capabilities of the TVET and CET colleges to deliver skills required for socio-economic development. The newly established Retail Occupational Skills Centres at TVET colleges will play a key role in this regard.

Summary

- ☞ 7.9 million youth in NEET category
- ☞ NSF to be utilised for training of unemployed people
- ☞ CET colleges to deliver training to unemployed and those in low or semi-skilled occupations
- ☞ Unemployed youth would benefit from digital literacy, financial literacy and life skills
- ☞ Convert education funnel into pyramid to create a supply of skilled employable workers
- ☞ W&R sector employed approximately 3.32 million people in 2020 – New Growth Plan requires SETAs to train 10% of work force annually
- ☞ Increase in uptake of occupational and critical skills training and decrease for NQF 2 – 4 for employed learners – staff cannot be released from floor for NQF training
- ☞ Use Skills Value Chain approach to modernise training programmes and develop training pipeline

3.5 Allocation model / methodology

This section responds to the following research question:

- Allocation model per demand and skills

A range of budget allocation models were evaluated during the literature review and classified according to the fund allocation method and level of centralisation of authority (Phase 2 report, section 3.4). Auerbach & Edmonds (2013) pointed out that each model has some advantages and disadvantages and each model encourages or discourages certain behaviour, therefore models are often combined to obtain the desired result. Four principles for effective resource allocation have been suggested by Willis *et al* (2019), as depicted in Figure 6.

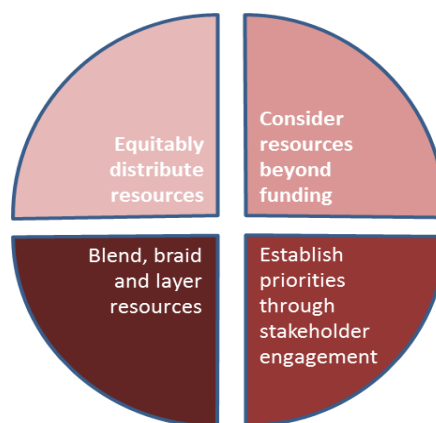


Figure 6 Four principles of effective resource allocation (Source: Willis *et al*, 2019)

Equitably distribute resources

Equitable distribution does not mean equal distribution – equity is achieved when all students receive the resources they need to complete their training successfully. In the case of the rural unemployed, this could mean AET and bridging courses to improve numeracy and literacy and compensate for the poor level of

education and, in the case of rural youth, it could mean training in life skills to build their confidence. This will require additional funding, which concurs with the work of Duncombe & Yinger (2004) who established that it could cost twice as much to educate disadvantaged students, for example, from a low-income background or with limited English proficiency, as those from more affluent backgrounds.

Consider resources beyond funding

Funding could be supplemented by other resources such as services offered by community partners and other stakeholders. For example, there are professional bodies whose members are willing to mentor SMMEs and entrepreneurs free of charge.

Establish priorities through stakeholder engagement

The W&RSETA should continue to engage with their stakeholders through Advisory Committees, Regional Forums, surveys, and others, to gather feedback on the success of the funding allocation and on needs that are not adequately addressed. Stakeholders can assist with formulating goals and identifying priorities.

Blend, braid and layer resources

The W&RSETA should consider how funding sources and services in kind could be combined for maximum impact. This could be achieved through partnerships, for example with institutions delivering entrepreneurial development programmes, and by allocating some training needs to other funds such as the NSF.

The W&RSETA is required by the DHET to spend at least 80% of the discretionary funds on PIVOTAL programmes that focus on scarce and critical skills needs. Training for scarce skills often involves NQF that require a number of years of training as well as workplace integrated learning. The W&RSETA should therefore focus on establishing and managing a training pipeline as depicted in Figure 1 that enables learners to progress through the various NQF levels in consecutive years until they have mastered the required skills and obtained their qualifications. This will require longer planning cycles for grant allocation that are aligned with skills planning cycles of employers.

The demand for the remaining 20% of the discretionary funds includes many of the W&RSETA's key skills priorities such as SMME, Informal Traders, and Cooperatives development and addressing youth unemployment. As the demand far outstrips the available funds, the W&RSETA should apply the four principles for effective resource allocation to supplement their resources and guide their allocation of grants. They can also consider alternating funding for different priorities over consecutive planning cycles.

4. RECOMMENDATIONS

This section responds to the following research questions:

- What are the immediate interventions?
- What are the medium-/long-term interventions?

It also describes measures of success and impact, and critical success factors.

4.1 Interventions

4.1.1 *Short term*

The most urgent short-term intervention is to address the W&RSETA processes as discussed in Section 3.2.3. By reducing the administrative burden, the timeline from recruitment to training, delays in payment and certification, and by aligning training programmes with retailers' skills planning cycles, more retailers will be willing and able to apply for and take up grants, especially NQF learnerships. It could be beneficial to set up a national steering committee comprising large and small employers, SLOs, SDFs and training providers to streamline and redesign some of the W&RSETA processes and oversee the implementation of the new processes.

In the rural provinces, attention should be given to AET and bridging courses (funded through the NSF) to improve literacy and numeracy, build learners' confidence and self-esteem, and compensate for the poor level of education. This will enable more learners to qualify for W&RSETA training. Training should be provided in the local language of the area. It would be beneficial to assist employers with a list of reputable training providers in their area who have local knowledge.

The high demand for occupational health and safety training, including first aid, fire fighting, and health and safety in the workplace, should be addressed in the short term. It is especially important in the fuel retail sector, but is mandatory for all businesses and has become even more prominent owing to the Covid-19 pandemic. It could be regarded as "Covid relief" assistance.

Basic digital skills training should be rolled out on a large scale across the board, but especially to unemployed youth, micro enterprises, and informal traders, to enable them to access online training and other information that could lead to employment or income generating opportunities. Unemployed youth would also benefit from life skills such as how to be a responsible citizen and employee, which would make them more trainable and employable.

A foresighting exercise should be undertaken with CEOs and industry experts in the W&R sector to gain insight into their strategic planning and future skills needs. This should inform future training provision and other medium- and long-term interventions.

4.1.2 *Medium to long term*

Based on the recommendations of the foresighting exercise, the Skills Value Chain approach should be completed by developing and delivering modern, up-to-date curricula and training programmes to equip employees with knowledge and skills for agility in the fast-changing W&R sector. Assistance should be provided to the CET and TVET colleges, including the newly established Retail Occupational Skills Centres, for expanding their capabilities to provide these training programmes.

Address the HTFV training pipeline by introducing longer planning cycles for NQF training, for example two- or three- year cycles, to encourage employers to send their workers for NQF training. Create a mechanism to

assist employers to be able to release staff from the floor for NQF training, for example, by providing the employer with an intern to take on some of the tasks of the staff member on training. This could potentially be done in collaboration with other initiative such as the YES programme. Together with the improvement in W&RSETA processes and the more relevant training programmes, employers should be able to fill the HTFVs.

The research on entrepreneurial development programmes for SMMEs, micro enterprises, and informal traders (Topic 1) has shown that entrepreneurs need mentoring, coaching, and business development support over a period of at least one year in addition to training, which significantly increases the funding requirement per entrepreneur. This will impact the split of discretionary funds between PIVOTAL programmes and non-credit bearing programmes. The design and implementation of these programmes will require partnerships with development organisations that have a track record of rolling out successful development programmes.

4.2 Critical success factors

Critical success factors for the uptake of grants, with a lasting benefit for employers and learners, can be summarised as follows:

- Proper management of the W&RSETA processes and adherence to timelines is required to enable companies to apply for and take up grants.
- The attitude of learners is key to the success of any training programme – a selection process is required to ensure that learners are committed and keen to learn and that unemployed learners are not merely interested in the stipend.
- A mechanism is required to assist employers to release staff from the floor for NQF training.
- Reputable training providers are essential for delivering training of high quality.
- Relevant up-to-date training material is needed to generate demand for the programmes.
- Training programmes must add value for employers and learners
 - Learners must be able to apply their new skills in the work place
 - Companies must see improvement in service, productivity, or staff morale

4.3 Measures of success and impact

The success of the W&RSETA processes can be measured through

- Timeous payments
- Timeous certification of learners
- Increase in applications and uptake of training programmes
- Reduction in drop-out rates
- Increase in the number of stakeholders satisfied with W&RSETA's delivery and customer service

The success of the training programmes can be measured through

- The number of learners who have successfully completed the programmes
- An increase in the number of learners who find employment or start their own business after a certain period of time
- The impact on the company, for example, increased sales, growth or improvement in bottom line

5. SUMMARY RESPONSE TO RESEARCH QUESTIONS

Table 5 summarises the responses to the various research questions, with reference to the sections in the four reports from where the evidence is drawn or where the responses are discussed.

Table 5 Summary response to research questions

Research question	Summary response	Reference
<p>Uptake</p> <ul style="list-style-type: none"> • Why the high uptake for learning programmes • Reasons for lower interest in training at a higher NQF • Why are employers <ul style="list-style-type: none"> ○ struggling with uptake for employed and unemployed? ○ not taking up skills programmes? ○ not training or taking up learners at NQF 2 to 5? 	<p>The trends show increased uptake of skills programmes and decreased uptake of NQF 2-4 for employed learners; increased uptake of NQF for unemployed learners.</p> <p>There is no time to release staff from the floor for NQF training</p> <p>Retailers struggle to find suitable candidates for unemployed learnerships</p> <p>The heavy administrative burden and payment delays deter companies from applying for grants</p> <p>Delays in certification result in learners not being able to progress to the next NQF level</p>	<p>Section 3.2</p> <p>Phase 1: section 3.2</p> <p>Phase 2: section 3.1</p> <p>Phase 3: sections 3.1, 3.2, 3.5</p>
<p>Provincial and rural/urban programmes</p> <ul style="list-style-type: none"> • Are we investing in the right programmes in the right provinces? • Allocations for rural and urban (opportunities and challenges) 	<p>HTFVs, apart from confectionary bakers, butchers, retail general managers, and retail store managers, are province specific.</p> <p>Financial and digital literacy is lower in rural areas</p> <p>Training in rural areas need to be customised for local language and culture.</p> <p>Youth in rural areas often lack confidence and self-esteem.</p>	<p>Section 3.3</p> <p>Phase 3: section 3.2.3</p>
<p>Employed and unemployed learners</p> <ul style="list-style-type: none"> • Best practices for employed and unemployed skills development allocations 	<p>CET colleges to deliver training to unemployed and those in low or semi-skilled occupations (NSF).</p> <p>Unemployed youth would benefit from digital literacy, financial literacy and life skills.</p> <p>Convert education funnel into pyramid to create a supply of skilled employable workers.</p> <p>Use Skills Value Chain approach to modernise training programmes and develop training pipeline.</p>	<p>Section 3.4</p>
<p>Allocation</p> <ul style="list-style-type: none"> • Allocation model per demand and skills 	<p><i>Principles for effective fund allocation:</i></p> <p>Equitably distribute resources.</p> <p>Consider resources beyond funding.</p> <p>Establish priorities through stakeholder engagement.</p> <p>Blend, braid and layer resources.</p>	<p>Section 3.5</p> <p>Phase 2: sections 3.4 & 4.3</p> <p>Phase 3: section 4</p>
<p>Interventions</p> <ul style="list-style-type: none"> • What are the immediate interventions? • What are the medium-/long-term interventions? 	<p>Improve W&RSETA processes; provide AET and bridging courses in rural areas; provide OHS training as “Covid relief”; roll out digital skills training to unemployed youth, ME and informal traders; conduct foresighting to determine future skills needs</p> <p>Develop and deliver new training programmes; expand CET & TVET capabilities; address HTFV pipeline; assist employers to release staff from floor for NQF training; design and implement entrepreneurial development programmes</p>	<p>Section 4.1</p>

6. CONCLUSION

This study undertook a strategic evaluation of suitable learning interventions for the employed and unemployed in the W&R sector, which ranges from a small number of super large companies to vast numbers of SMEs, micro-enterprises and informal traders, leading to very diverse training requirements. In addition, the W&R sector was severely impacted by the Covid-19 pandemic, which resulted in a shift to e-commerce and a significant reduction in levies. Training also had to be provided online. The sudden shift to e-commerce and online training exacerbated the need for digital literacy and more up-to-date training programmes, such as e-marketing.

Some of the biggest constraints to the uptake of grants are the administrative burden and inefficiency of the W&RSETA processes, resulting in students and companies dropping out of the system because of delays in payment and certification. By streamlining the processes and aligning training programmes with retailers' skills planning cycles, more companies will be willing and able to apply for and take up grants, especially for NQF learnerships. However, a mechanism is required to assist employers to release staff from the floor for NQF training.

A foresighting exercise should be undertaken to gain insight into companies' strategic planning and future skills needs. More relevant, up-to-date training material will generate demand for the programmes, while improved literacy and numeracy (including digital literacy) will enable more learners to qualify for W&RSETA training. Improved indicators of impact, beyond the number of learners completing learnerships, should be developed.

There is a general sense of appreciation for grant funding and training amongst all the stakeholders as grants have huge benefits for individuals, companies, communities and the country as a whole.

Study limitations

The study was conducted within a limited time frame and over the year-end period, which somewhat impacted stakeholder engagement. Overall, the sampling process resulted in a smaller and less diverse sample of participants than what was planned for. Regardless, the sample provided adequate and useful information to inform the work, as is evidenced by the alignment between the results obtained through the online survey and focus group discussions.

Future work

The responses to the research questions and recommendations summarised in this document are intended to guide actions to be taken by the W&RSETA to resolve constraints that hinder the uptake of grants, as well as guide the allocation of grants. Future work may want to develop new indicators to measure output and impact beyond the number of learners enrolling and completing training, and others. A more comprehensive allocation model could then be developed based on the priorities identified for different types of impact desired.

“Decent work, a universal aspiration, is the best path to self-advancement of women and men. It underpins the stability of communities and families. It is an integral component of strategies for sustainable growth and development. And skills are pivotal to decent work strategies.”

Source: G20 Training Strategy (ILO, 2010)

REFERENCES

- Auerbach, C. & Edmonds, L. 2013. *Exploring alternative budget models*. Education Advisory Board – Business Affairs Forum. [online] <https://www.kpu.ca/sites/default/files/President/Exploring-Alternative-Budget-Models.pdf> (accessed February 2022).
- Department for Business, Energy & Industrial Strategy, 2021. *UK Innovation Strategy – Leading the future by creating it*, UK Government. [online] www.gov.uk/government/publications/uk-innovation-strategy-leading-the-future-by-creating-it (accessed February 2022).
- DHET, 2012. Skills Development Act (97/1998): The Sector Education and Training Authorities (SETAs) Grant Regulations regarding monies received by a SETA and related matters, GN R990 in *Government Gazette* 35940 of 3 December 2012.
- DHET, 2013. *Guidelines on the implementation of SETA grant regulations*, Skills Development Circular 02/2013, Pretoria: Department of Higher Education and Training
- DHET, 2019. Skills Development Act (97/1998): Promulgation of the National Skills Development Plan (NSDP), GN 375 in *Government Gazette* 42290 of 7 March 2019.
- Duncombe, W. D., & Yinger, J. 2004. How much more does a disadvantaged student cost? (Working paper). Center for Policy Research at Syracuse University. [online] <https://surface.syr.edu/cgi/viewcontent.cgi?article=1102&context=cpr> (accessed February 2022).
- Gregor, S., and Hevner, A.R., 2013. Positioning and presenting Design Science Research for maximum impact. *MIS Quarterly*, 37(2), 337-355.
- ILO, 2010. *A Skilled Workforce for Strong, Sustainable and Balanced Growth – a G20 Training Strategy*. Geneva: International Labour Office. [online] <https://www.oecd.org/g20/summits/toronto/G20-Skills-Strategy.pdf> (accessed February 2022).
- Mugobo, V. and Aspeling, J., 2019. *Pivotal Grants' Trend Analysis for the Period 2015-2020*. CPUT Wholesale & Retail Leadership Chair for W&RSETA.
- Rea, M. 2021. *The innovation strategy and the skills value chain approach*. [online] <https://www.gatsby.org.uk/education/latest/the-innovation-strategy-and-the-skills-value-chain-approach> (accessed February 2022).
- StatsSA, 2020. Quarterly Employment Statistics (QES) – P0277, December 2020 [online] <http://www.statssa.gov.za/publications/P0277/P0277September2021.pdf> (accessed February 2022).
- South African Market Insights, 2019. South Africa's Education Statistics – South Africa's NEET problem, 18 March 2019. [online] <http://www.southafricanmi.com/education-statistics.html> (accessed February 2022).
- Vercueil, J., n.d. Skills development: great tips on why youth employment is important. Tusanang Training. [online] <https://tusananggroup.com/skills-development-why-youth-employment-is-important/> (accessed February 2022).
- W&RSETA, 2020a. *W&RSETA Amendments Made on SP and APP: Strategic Plan 2021/22-2024/25*
- W&RSETA, 2020b. *W&RSETA Annual Performance Plan 2021/22-2023/24*
- W&RSETA, 2020c. *W&RSETA Sector Skills Plan 2020-2025 Final Submission (SSP)*.

W&RSETA, 2020d. *W&RSETA Strategic Plan 2021/22-2024/25*

Willis, J., Krausen, K, Caparas, R. and Taylor, T. 2019. *Resource allocation strategies to support the four domains for rapid school improvement*. The Center on School Turnaround at WestEd (CST). [online] <https://files.eric.ed.gov/fulltext/ED602981.pdf> (accessed February 2022).