



higher education
& training

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Higher Education and Training
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Overview of Current and Potential Student Population for Community Education and Training

**Discussion Document for CET TT Meeting: 14 March
2016**

NP-PSET Coordination Unit

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Acronyms

AETC	Adult Education and Training Centres
CDW	Community Development Workers
CET	Community Education and Training
CETC MTT	Community Education and Training Ministerial Task Team
DBE	Department of Basic Education
DHET	Department of Higher Education and Training
DTI	Department of Trade and Industry
FET	Further Education and Training
HRDC	Human Resource Development Council
NEETs	Not in Education, Employment, and Training
NSC	National Senior Certificate
SETA	Sector Education and Training Authority
TVET	Technical Vocational Education and Training
WP-PSET	White Paper on Post School Education and Training

Introduction

According to the White Paper on Post School Education and Training (WP-PSET) (DHET, 2013a), community colleges that shall be established will cater for a diverse range of needs from the economy and the community. Community colleges should provide the following educational opportunities:

- Completion of school for second chance learners who did not complete schooling
- Continuing education for those who want to acquire labour market skills or further their education post literacy
- Reskilling for those who want to pursue another area of work
- Developing skills for sustainable livelihoods including entrepreneurship
- Community based needs for example community health care, parenting and childcare, early childhood development, caring for the aged, home based care for HIV/AIDS, and skills for self –employment

These categories are useful for informing the analysis in this paper, which kicks off with an overview of the general state of education in the country, followed by disaggregation of different data sets to reflect on who may be potential students for community education and training (CET). The analysis will also include enrolment data for students in public Adult Education and Training Centres (AETCs) as they constitute the current cohort of what will become community colleges. The implications of the data presented, on planning for CET programmes, will be considered.

The analysis in this report is based on data sourced from StatsSA General Household Survey 2014, Quarterly Labour Force Survey third quarter 2015, Department of Basic Education (DBE) National Senior Certificate (NSC) reports, and Department of Higher Education and Training (DHET) post school statistics and other reports.

A limitation of the analysis is that it is not able to give a definitive overall figure of the **TOTAL** number of people who are likely to require education and training from community colleges. However, it provides information from various and independent data sets that is **INDICATIVE** of the population that could be served by these colleges. The data sets most likely intersect, for example, the data on educational qualifications of employed workforce is most likely a sub-set of the general household survey data.

The quantification of students who are likely to seek education and training is also framed within the context of the enrolment target for community colleges for 2030, of 1 million students, stipulated in the WP-PSET.

Educational State of the Nation

The StatsSA General Household Survey of 2014 (StatsSA, 2015a) specifies that of the 33.090 million people aged 20 years and older, **27.202 million** had education levels ranging from no education to a matric without exemption, as highlighted in Table 1.

Table 1: Educational levels of adults 20 years and older, 2014

Highest level of education	Number
None	1 736 000
Grade R/0	65 000
Grade 1	205 000
Grade 2	342 000
Grade 3	470 000
Grade 4	682 000
Grade 5	695 000
Grade 6	1 002 000
Grade 7	1 575 000
Grade 8	2 023 000
Grade 9	2 075 000
Grade 10	3 688 000
Grade 11	3 864 000
Grade 12 (No exemption)	8 412 000
Do not know	368 000
Total	27 202 000

Source: StatsSA GHS, 2014

If we consider that those with a grade 9 – 12 level can find recourse in technical vocational education and training (TVET) colleges, this leaves a population of **8.795 million** with no education to Grade 8 that community colleges could cater for. However, even though TVET colleges can cater for those with Grade 9 to 12, the fact that there are **18.039 million** of such people means that they cannot all be absorbed into the TVET sector. The TVET sector had a total enrolment of **781 378** students in both public TVET colleges and private further education and training (FET) colleges in 2014. This suggests that **17 257 622** people who could have been eligible for TVET ended up with no or limited educational options.

The General Household Survey also presents data on population older than 15 years and older with a level of education lower than Grade 7. Fourteen per cent (**5.533 million**) of the 38.25 million people aged 15 and older in 2014, had attained educational levels lower than Grade 7. Although a majority of these people had no difficulty in performing some specified literacy tasks, there was a significant number who were not able to perform these tasks. What is most disconcerting is that there is a significant number of youth (15 – 34) who were unable to perform the tasks highlighted in the following table. This suggests that basic literacy skills are needed for the older as well as younger population.

Table 2: Population 15 - 34 years old with lower than Grade 7 who were unable to perform some literacy tasks

Literacy Task	No. of people
Writing their name	100 000
Reading	149 000
Filling in a form	287 000
Writing a letter	183 000
Calculating change	86 000

Literacy Task	No. of people
Reading road signs	135 000

Source: StatsSA GHS, 2014

The prevalence of young people who are incapable to perform some basic literacy tasks is supported by the data on youth who are not in education, employment, and training (NEETs) who are in the age group 15 – 24. Table 3 shows that there were 524 000 NEETs with no education or with primary education or less.

Table 3: Characterisation of NEETs from 2011 census data

Highest level of education attainment	1996 (Thousands)	2001 (Thousands)	2011 (Thousands)
No schooling	290	380	110
Primary or less	563	661	414
Secondary education less than Grade 12	390	592	1 482
Grade 12	339	660	1102
Grade 12 with certificate/diploma	415	853	74
Degree	2	9	11
Other and Unspecified	50	0	6
Total	2 049	3 155	3 199

Source: DHET, 2013b

The youth who cannot read or write are a long way from acquiring any meaningful educational opportunities as they must first learn the basic skills of reading and writing before pursuing any other programmes that could lead to employment.

A situation where the population with low literacy levels includes both young and old requires some careful thinking in the delivery of programmes as literacy classes would be mixed with old and young people and not comprise only of older people as was the case in traditional adult education classes.

Another important issue for planning on CET to focus on is disability. The 2011 census data highlights that there are about 11.1% people with disabilities in South Africa (defined as people who experience difficulties with seeing, hearing, communicating, climbing stairs, remembering or concentrating, and taking care of themselves, StatsSA, 2012: 45). However, accurate and current data on the extent, types of disabilities, and number of post-school students with disabilities is not available. What is known is that:

- Management of disability in post-school education is fragmented and separate to that of existing transformation and diversity programmes at institutions.
- There is differentiation in available programmes at institutions, and resources allocated to these programmes, as well as commitment towards people with disability.
- TVET colleges particularly lack policies and capacity to cater for staff and students with disabilities.
- Participation in post school education by people with disabilities is low – in 2011, only 5 807 students were enrolled at 22 of the then 23 universities, and this constituted only 1% of total enrolment.

- There is low uptake of tertiary level funding provided for people with disabilities. In 2010, only 47% of the funding dedicated for students with disability was taken up, and in 2011, only 55% was taken up. A reason to explain this provided in the white paper is that there are fewer people with disabilities who qualify for tertiary study. However, the WP recommends that research is needed to understand this.
- There is more funding for resourcing disability units at previously white institutions than historically black institutions
- TVET colleges do not have ring-fenced funding to improve the accessibility of buildings, although the Norms and Standards for the sector provide for additional funding for learners with special needs (DHET, 2013a).

Clearly, there does not seem to be any disability data at all on AETCs. Given the multiple challenges that exist as well as the clear indication that TVET colleges and universities have not been able to broaden access for students with disabilities, community colleges would be well placed to widen this access as accessibility issues, especially physical barriers, are reduced if education and training are being accessed within localities. It is therefore key for the CET sector to actively recruit students with disabilities to increase their participation in education and training. Provision of education and training to people with disabilities may require dedicated funding to develop resources and train lecturers for certain types of disabilities for example deafness and blindness. What could also be required is to diversify modalities of delivery so that students could access education wherever they are if getting to a community college is challenging. It is significant that the general household survey reports that in 2014, 83.1% of households had at least one mobile phone. If digital materials are developed on a universal platform, they can be accessed on any device so mobile phones would provide a learning platform for those with physical barriers to accessing AETCs.

Current Context of Provision: Students in AETCs

The available data on the number of people in AETCs is incomplete. According to the DHET statistical publication on post school data, there were 3 150 AETCs in 2013, but only 1 761 submitted survey data which shows that there were 249 507 learners in the centres (DHET, 2015). Given this data, it is not too wild to make an assumption that public AETCs could be enrolling about 500 000 learners. This estimation suggests that AETC support is very limited given the millions of people who were suggested earlier as potentially needing access to education and training through AETCs.

It is critical to note that the enrolment in AETC is mainly dominant in the ABET Level 1 – 4 programmes. This will remain a critical component of the offerings at CETs given the still very high levels of lack of education among the adult population.

Table 4: Enrolment at 1 761 AET Centres in 2013

Programme	Enrolment
ABET Level 1	15 028
ABET Level 2	21 566
ABET Level 3	25 589
ABET Level 4 (NQF1)	109 352
Grade 10 (NQF 2)	415
Grade 11 (NQF 3)	757

Programme	Enrolment
Grade 12 (NQF 4)	70 536
Other/Skills Development	6 264
Total	249 507

Source: DHET, 2015 Statistics on Post School Education and Training 2013

What is clear from Table 5 is the high enrolment at ABET Level 4 and Grade 12. Enrolment patterns are similar at private AETCs. It appears then that AETCs have entrenched themselves in offering General Education and Training (GETC) qualifications and Matric. However, it is not clear what other skills development programmes are being offered, although the enrolment on these constituted only 2.5% of overall enrolment. This suggests that there is a niche for community colleges to offer a wider range of programmes while strengthening their current offerings in GETC and matric. The completion rate for ABET Level 4 is low at 34.9% in 2011; 41.8% in 2012; and 38% in 2013 (DHET, 2015). Planning for CET should also consider issues of articulation for those who pass their matric - the community education and training ministerial task team (CETC MTT) report highlighted that there is poor articulation with TVET colleges for AETC graduates (DHET, 2013).

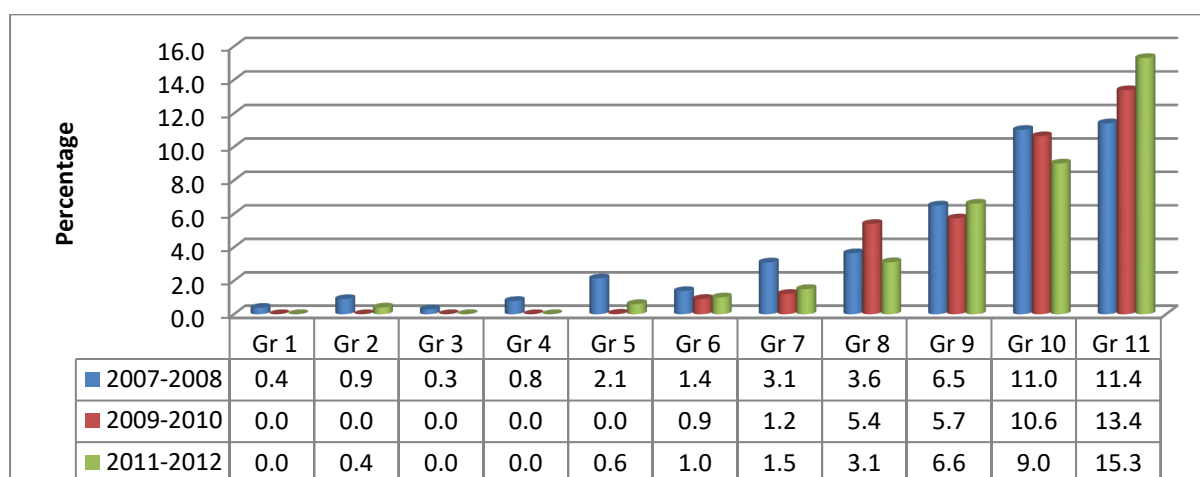
Other Groups CET Should Consider Catering for

Second chance learners

Second chance learners comprise not only learners who did not complete schooling but also those who completed but failed matric and want to work towards achieving an NSC certificate.

Regarding non-completion, South Africa has a high dropout rate. Causes of dropout that have been proffered are multiple and are based on external social factors as well as internal in school factors. These include poverty, disability, disruption in the family structure (Fleisch, 2009, cited in DBE, 2013), financial pressure, teenage pregnancy, drug abuse, and lack of stimulation and support in the classroom (Strassburg, 2010, cited in DBE, 2013). Dropout in primary school, from Grade 1-7 is very minimal, but it starts to rise in secondary school from Grade 8 and is at its peak in Grade 11 as highlighted in the figure below. Recent studies have raised a concern that the number of learners who write matric is sometimes almost half of the cohort. This means that the system is bleeding a lot of students and for whatever reason learners drop out, it would be useful to give them an alternative to continuing with their studies or taking up another education and training trajectory offered in institutions that cater for learners without a matric. Community colleges can offer this second chance opportunity. Figure 1 presents an overview of dropout rates per grade from 2007 – 2012.

Figure 1: Dropout rates in basic education 2007 - 2012



Source: DBE, 2015. Data sourced from National Income Dynamic Study (NIDS), 2007/08-2011/12

The cumulative effect of drop outs for matric cohorts is significant as highlighted in the following table which shows that the system loses over half a million each year of each cohort.

Table 5: Dropout rate of matric cohorts, 2011 – 2015

Year	Enrolment in Grade 10	Those who Wrote Matric	Dropouts
2011	1017341	496 090	521 251 (51.2%)
2012	1039762	511 152	528 610 (50.8%)
2013	1094189	562 112	532 077 (48.6%)
2014	1103495	532 860	570 635 (51.7%)
2015	1146285	644 536	501 749 (43.8%)

Source: Equal Education, 2015; DBE, 2010; 2011; 2012; 2013; 2014; 2015 & 2016, and own calculations

Considering matric students who do not pass their National Senior Certificate exams, although the matric pass rate has improved over the years, since 2008, there are more than 20% of matriculants who fail their exams each year. There are also those who enrol to sit for the National Senior Certificate exams, who end up not doing so for various reasons. Data for full time and part time candidates will be presented separately to note the key points of difference with the different streams. Table 6 presents data on full time students who enrolled for matric, those who did not write the exam, and those who failed.

Table 6: Full-time matric candidates who enrolled, write, and failed matric 2010 - 2015

Year	Number who enrolled	Number who did not write	Number who did not pass	Total who did not write and did not pass
2010	559 166	21 623	171 471	193 094
2011	511 038	14 948	147 976	162 924
2012	527 814	15 438	133 323	148 761

Year	Number who enrolled	Number who did not write	Number who did not pass	Total who did not write and did not pass
2013	576 490	14 378	122 333	136 711
2014	550 127	17 267	128 986	146 253
2015	667 925	23 389	188 711	212 100

Source: compiled from DBE matric results reports

As Table 6 shows, each year, there is a significant number of matriculants who enrol but do not write, as well as those who fail. If these candidates want a second chance at matric, they are likely to need special attention to overcome the barriers that prevented them from writing and passing the exams in the first place. In this regard, the lecturers who teach these candidates have to understand quite a bit about academic development methodologies for success as some rigorous academic intervention would be required for some students. Some diagnostic assessment may even be required to determine cause of withdrawal and failure so that appropriate strategies are employed to enable all students to write and also for those who are failing to achieve success. In some cases, it may be a matter of advising students to pursue another trajectory e.g. occupational training or TVET instead of rewriting matric. This will require dedicated career guidance and counselling facilities in community colleges with well qualified personnel able to work with young people and advise them on the best trajectories to follow.

Relative to full time candidates, many more part time students who enrol end up not writing the NSC exam as highlighted in Table 7.

Table 7: Part-time matric candidates who enrolled and wrote the exam 2011 - 2015

Year	Number who enrolled	Number who did not write
2011	112 780	32 664 (29%)
2012	120 484	38 932 (32%)
2013	131 244	38 633 (29%)
2014	138 533	44 824 (32%)
2015	131 381	40 318 (31%)

Source: compiled from DBE matric results reports

Some of these students may want to try and rewrite their exams so that they qualify to get into TVET colleges or university. In this regard, the community college becomes a stepping stone to further education and training.

Continuing Education

There are several categories of people who can be regarded as potential candidates for continuing education. These include those wanting to continue their education post literacy programmes, after their appetite has been stimulated and they have completed the highest level of the literacy programmes; those who are already employed but have limited opportunities to study as part of their job, or those who are working but have low levels of qualifications and would like to improve their qualifications.

Continuing education post literacy

Post literacy is follow up and sustaining of acquired basic literacy which enables people to continually improve their quality of life (UNESCO 2000, cited in van Wyk and Frick, 2014) and not relapse back to illiteracy (Rogers, Maddox, Millican, Newell Jones, Pagen & Robinson-Pant, 1999:7, cited in van Wyk and Frick, 2014). Basic literacy alone does not improve the livelihoods of people unless it is followed by post literacy “income generating activities and skills-training programmes (Oluoch, 2005:4, cited in van Wyk and Frick, 2014). The Kha Ri Gude literacy campaign which was launched in 2008 is intended to enable 4.7 million young people and adults literate. After acquiring this intended basic literacy, there may be a demand for further education which would best be met by community colleges. The programme has made significant headway in targeting marginalised groups. *In 2011, 80% of the learners were women, 8% people with disabilities, 25% were youth, and 20% were above the age of 60.*¹ It would be critical for this population to be provided with opportunities to continue with education and training within their communities. The CETC TT report highlights that there are poor linkages between AETCs and Kha Ri Gude graduates, as very few proceed to AETCs. Concerted effort has to be made to direct Kha Ri Gude graduates to community colleges so they can explore their options on furthering their education.

Employed people with limited access to continuing education

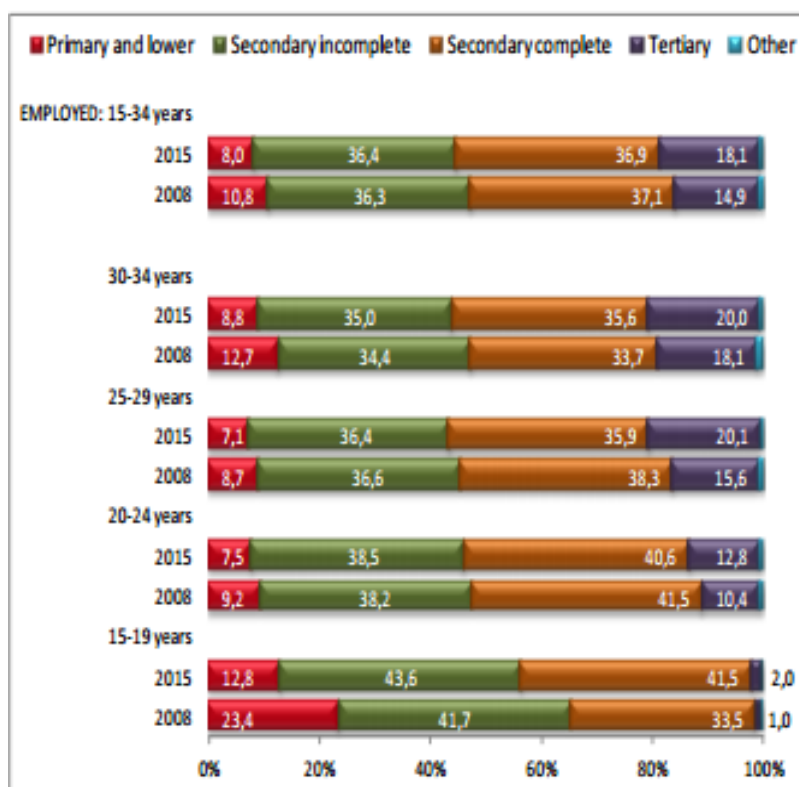
The Human Resource Development Council (HRDC) Worker Education Task Team that developed the Worker Education Framework reported that efforts to train workers in private companies, the public sector, and through the skills development system have been largely unsuccessful as they are job specific and do not lead to transferability of skills or mobility for workers. In other words, the available training does not change their situation at work or in life. Although education directed at workers would need the cooperation of employers in order for it to have a positive impact on employees’ lives, it is important for employees to have programmes outside the workplace that can broaden their choices and do not necessarily bond them further to the workplace as can be the case with programmes that employers ‘pay’ for either through work release or for which they pay the service providers. It could also be empowering for the employed to gain access to programmes that their employers do not know about, and ones that they can choose themselves.

Employed people with low level qualifications

Although there has been some improvement in educational attainment of employed youth between 2008 and 2015, there is a significant number of youth (aged 15 – 34) with primary or lower education and who have not completed secondary school. These youth could find community colleges an option to continue their education through skills or occupational programmes or to complete their secondary education to enable them to progress to higher qualifications in other post school sectors. Figure 2 maps educational levels of employed youth in the third quarter of 2015.

¹ <http://www.gov.za/about-government/government-programmes/kha-ri-gude-mass-literacy-campaign>

Figure 2: Educational qualifications of employed youth

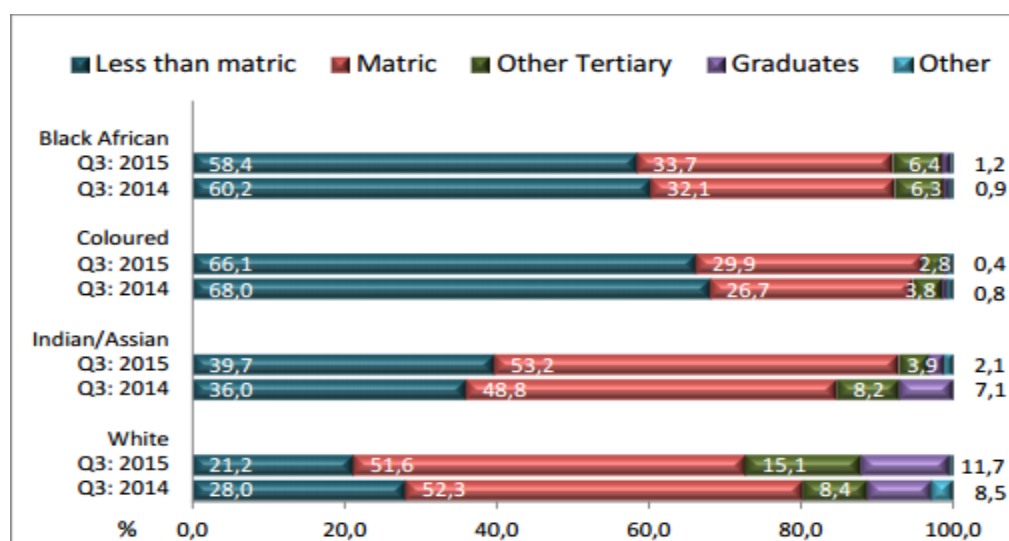


Source: StatsSA, 2015b

Improving qualifications is important to flourish. The reality that most employed youth are occupying low skilled and semi-skilled occupations is undesirable. In the first quarter of 2015, 29.2% of the 19.7 million employed youth were in low-skilled occupations, 53.1% were in semi-skilled occupations, and only 17.7% were in skilled occupations (StatsSA, 2015b).

The challenge of low educational attainment among the employed is also prevalent among adults. Figure 3 shows the combined educational attainments of youth and adults. There is a high prevalence of low educational attainment among African and Coloured people. Further education opportunities could improve the quality of life of employees with low educational levels, although this is dependent on whether there are open career paths in line with their higher educational attainment. With more useful data on supply and demand, continuing education could be directed at programmes where there are prospects to flourish.

Figure 3: Educational attainment of employed youths and adults



Source: StatsSA, 2015c

Reskilling

South Africa has often been characterised as having a mismatch between skills needed by industry and those possessed by graduates. One solution to this disjuncture is reskilling, where the strong foundation that the unemployed person has from the degree can be capitalised to channel them to acquire employability skills. This could be done through acquisition of generic employability skills or job specific skills for example skills like green skills for new and emerging occupations. Community colleges could be positioned to offer such skills through access to sector education and training authority (SETA) funding.

Developing skills for sustainable livelihoods including entrepreneurship

South Africa has several national development strategies in line with its development priorities. Although SETAs have mainly designed programmes to provide the skills for these priorities and strategies, the reach has not been significant, particularly in rural areas. Community colleges are most strategically placed to provide skills that can respond to national development priorities and most appropriate to specific communities. Examples of such development priorities and the implications for skills include:

- Land reform and redistribution – when new farmers acquire land they will require specific skills that usually need to be provided on the farm so that work processes are not affected. Without mobile skills units, community colleges that offer evening classes would be a good option. It would be useful to conduct an audit to find out if there are any providers offering mobile training to communities and whether they are meeting the demand by communities.
- Small scale fisheries policy – The allocation of fishing rights to small scale fishers comes with new demands for these fishers as it involves establishment of community based governance structures, value addition to the resource (e.g. drying fish, canning, freezing, tourism etc.), financial management, conflict resolution, establishment of aquaculture facilities, and many others. Fishing communities are located in coastal towns, and most of the fisher people have existed between their homes and the sea. Any form of education and training would have to be located in their communities, also taking cognisance of their fishing activities.

- The Department of Trade and Industry's (DTI) Integrated Strategy on the Development and Promotion of Cooperatives (2012 – 2022) was developed to inform government strategy to promote cooperatives and enable them to create and develop income-generating activities and decent, sustainable employment; reduce poverty, develop human resource capacities and knowledge; strengthen competitiveness and sustainability; increase savings and investment; increase social and economic well-being; and contribute to sustainable human development. Cooperatives are very localised and in order to fulfil the vision government has for them, in addition to start-up funding, lots of skills development initiatives would be required for start-up and sustainability of cooperatives.

These three examples help to show that while thinking about numbers is useful for planning the CET TT work, a key focus should also be how community colleges can serve specific populations in line with government's development priorities.

Community based needs

The WP-PSET is clear about the life skills that community colleges can impart to improve the quality of life of communities. These include community organisation, how to engage with government entities or private entities like banks, citizenship education, community health education, parenting and childcare; early childhood development; care for the aged; care for those with HIV/AIDS and other diseases, entrepreneurship skills etc. In most cases, there are established entities offering programmes in these areas, but they may have limited reach to communities. For example, the South African Red Cross Society has courses whose duration ranges from half a day to 10 days on first aid, home based care, occupational health and safety, peer education, basic firefighting, HIV and TB awareness, psycho-social support and mental health. These courses are all appropriate for communities, and they may not necessarily lead to a qualification, which suits some people who just want to learn a skill that helps them develop as an individual. In each province, the Red Cross Society has several offices in many locations, and this could enable it to develop links with community colleges which can be used as satellite centres for the delivery of the Red Cross Society's community focused training programmes. Community Development Workers (CDW) could work with community colleges to determine the improvement needs of the communities so that colleges source the relevant training to meet these needs.

Conclusion

This paper has framed the discussion on society's needs from community colleges within the reality of the educational levels of the South African population from age 15. In summary, the paper has shown that the potential quantum of people who may require community colleges includes:

- **27.202 million** people aged 20 and above whose education levels ranged from no education to a matric without exemption in 2014.
- **17 257 622** people who could have been eligible for TVET education but were not absorbed in that sector in 2014. This figure is probably higher now.
- More than **half a million** young people who drop out of their matric cohort annually
- About **200 000** students annually who register for matric and end up not writing, as well as those who fail their matric exams.
- A potential **4.7 million** people who will complete the Kha Ri Gude literacy programme.

- **524 000** NEETS with no education or with primary education or less.
- **8.795 million** with no education and education only up to Grade 8.
- **5.533 million** (most likely more now) aged 15 and older in 2014 who had educational levels lower than Grade 7.
- **Millions** of employed people with educational levels less than matric.
- **Millions** of employed people who have no access to training in the workplace, or who cannot make free choices about the type of education and training they can get in the workplace.
- **Thousands** of unemployed graduates.
- **Millions** of unemployed people.

Although all the categories listed after the first bullet point are probably sub-sets of the 27.202 million, these categories are significant in highlighting how complex and diverse the needs from community colleges are going to be. The complexity also includes the fact that the age differences among the students are vast. This has implications on what programmes are going to be offered, where, and how they will be delivered.

Based on the crude quantification of the need, the projected enrolment target of 1 million students in community colleges by 2030 is too conservative and will not do much to put a dent on the low levels of education among the population.

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