

THE REPORT OF THE DHET TASK TEAM ON COMMUNITY EDUCATION AND TRAINING CENTRES

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Outline

- Background
- Problem statement
- Context
- Institutional proposal
- Way forward

BACKGROUND

- Task team terms of reference
- Task team information gathering
- Landscape
- Post -2009 consolidation and review
- Production of the report
- Legislative changes

TTCETC Terms of reference

- Find an alternative and more effective **institutional form** for addressing the needs of adults and out-of-school youth.
- Conceptualise a workable **institutional model** that is/has:
 - distinct and unique
 - appropriate ethos and mission
 - diversity of programmes
 - articulates with existing institutions
 - services community and business and industry
 - offers life-long learning opportunities.

Landscape

- Rapid change over 18 years of post school policy and institutional environment :
 - National Qualifications Framework (NQF) – new education and training pathways in three bands (General, Further, Higher) and standards and exit qualifications.
 - Consolidation and merger of colleges and universities
 - New skills institutions (SETAs and NSA).
- Adult basic education and training:
 - Formalisation of ABET within NQF and PALCs
 - Literacy campaigns (SANLI and Kha Ri Gude)
 - Some non-formal and popular education programmes by NPO sector but declining

Landscape (continued)

- Skills training:
 - National Skills Development strategy
 - Training in Special Employment Programmes – EPWP, DSD, DoL, etc.

- Youth education and training
 - Out of school youth reports (1993 and 1995);
 - Need for second chance opportunities (youth colleges, national youth service, training for unemployed)
 - UYF/NYC/NYDA, FET Colleges, NSF training, Special Employment Programmes
 - Non-formal and popular education programmes by NPO sector

Post-2009 consolidation & review

- Split of DoE into DBE and DHET
- Adult Education in DHET
- Kha Ri Gude in DBE
- Transfer of Skills development to DHET
- Therefore: Post school education and training under one roof, new possibilities for integration of education and training
 - Post School Green Paper, 2012
 - Review of NQF
 - NSDSiii and SETA consolidation
 - Ongoing process to consolidate FET Colleges
 - This review of adult and youth education

Production of the report

- The Task Team produced its final report on 24 May 2012 together with a range of annexures including literature reviews, a community education survey and copies of presentations (a total of 360 pages of documentation).
- Condensed and edited version produced in September 2012 for publication in the Government Gazette.

Legislative changes

- The FET Colleges Amendment Bill of 2012 repealed the existing Adult (Basic) Education and Training Act and reconstituted Public Adult Learning Centres as “Community Education and Training Colleges”
- The Task Team made representations that these proposed amendments relating to PALCs were premature.



PROBLEM STATEMENT

We (still) have a problem

There were no schools at all in some of our villages and small places where we come from. In other places there were only primary schools up to Standard One. After passing Standard One, we would have to go and attend schools far away. Then transport becomes a problem and money too. (A literacy learner quoted in "Never too old to learn", Learn and Teach/ELP/LACOM, 1991)

The majority of young people will leave school at the end of the compulsory period. Precisely where these young people will go is a serious economic and political question which has major implications for the future Education and Training system...Therefore, the majority of young people, along with the millions of others who were denied the opportunity to complete schooling, have needs beyond those traditionally catered for by the general education system. (Bird and Elliot, 1993:6)

Problem statement (2)

- Despite achievements: “the system continues to produce and reproduce gender, class, racial and other inequalities with regard to access to educational opportunities and success.” (Green Paper)
- Adults and young people not in formal workplaces and educational institutions are particularly disadvantaged (2007 data):
 - 12 million adults with less than Grade 9 education
 - 3 million young men and women 18-24 not in employment, education or training (the NEETs)

Problem statement (3)

- Priority focus on schooling for children
- ABET less than 1% of education budget, minimal focus on NEETs (once off R1 billion to form UYF, underfunding of the NYSI)
- Fiscal restraint inhibits expansion - education expenditure static till around 2005/2006



CONTEXT

- Role of Education and Training
- Learning needs of adults
- Learning needs of youth
- Current learning provision
- Current institutional capacity
- Post school Green Paper vision
- Expanded access – vision for 2030

Role of education & training

- Differing views of education as a **human right** or as **investment in human capital** - leads to varying ebbs and flow of investment in education over last four decades
- Current consensus – education and training critical to national development:

Learning needs of adults?

- The 2008 Report on Adult education:
 - are the majority of them women,
 - where do they live,
 - what skills and interests do they have,
 - are they mostly young people who have dropped out of school and are looking for a 'second chance' to complete school,
 - are they mid-career people who want their prior learning and experience to be recognised that will give them access to education,
 - do they want or need a qualification or are they interested in learning for other reasons?

Learning needs of adults (2)

- Working definition of adult learners 15-55 years [but]:
 - Young people below age 15 years dropping out
 - Responsibilities, experience of older adults, learning needs
- Range of learning needs
 - broad general education (literacy and up to ABET 4),
 - vocational and skills development, including RPL and flexible needs programmes.
 - community and popular education
 - SMEs, cooperatives and sustainable livelihood skills

Learning needs of youth

- Focus on young people not in employment, education or training (NEETs), in particular 18-24 years
 - Youth Labour market: high rates of unemployment in age group, 3 times adult unemployment rate, labour market particularly harsh to new entrants, 500 000 every year added to labour market, fewer job opportunities for low skilled labour, discrimination against youth.
 - 3 million NEETs:
 - +1 million: primary school and less than Grade 10
 - +1 million with Grade 10 but less than Senior Certificate,
 - +700 000 young people with Senior Certificate

Learning needs of youth (2)

- Youth labour market interventions
 - Economic policy to raise aggregate demand for labour and wage employment;
 - Promoting self-employment and entrepreneurship;
 - Education, training and skills development;
 - Education and training/school to work linkages and labour market information
 - Special employment programmes (e.g. public works or youth service programmes);
 - Promoting youth employment (learnerships, youth service to address experience gap, youth wage subsidies, etc).
- Youth quotas in EPWP; National Youth Service; self-employment and entrepreneurial programmes through NYDA and the DTI small business agencies; National Treasury youth wage subsidy.

Learning needs of youth(3)

- Two categories of education and training interventions:
 - Improve quality of school system, reduce school drop out
 - Develop skills relevant to the labour market and with greater ability to adapt to societal, technological and economic change
- More specifically: ensure as many young people complete secondary education and are kept learning till age 24 years
 - Second chance opportunities
 - Flexible learning pathways at home institutions, programmes of interest and suitable delivery mechanisms.

Current learning provision

- Five institution types:
 - Public and Private Adult Learning Centres,
 - Public and private FET colleges,
 - Public and private higher education institutions; and
 - Not-for-profit organisations
 - Multi-Purpose Community Centres.
- Two other supplementary institution types (funding, some own programmes)
 - SETAs
 - NYDA

Current institutional capacity

- About 1.8 to 2 million non-workplace learning opportunities, but demand and need five times this figure
- Poor articulation across the entire post school system, despite NQF
- Too little differentiation, too few flexible pathways, rigidity in offerings (part or full-time), including a quality GETC and post-NQF 4 qualifications and programme offerings
- ABET has problems of rigidities, access, articulation issues and inappropriate approach and curriculum.
- Role that non-formal and popular education can play in building social cohesion and social capital under-supported
- Programmes in learning for self-improvement, or cultural and community development exist
- FET college sector 'second chance' track record for youth weak
- Fair geographic spread of post-school institutions but mainly urban

Post school *Green Paper* vision

- Vision: a single, coherent, differentiated and highly articulated system.... expanded access, equity, innovation and excellence.
- ***Post-school education and training:*** “all education and training for people who have left school as well as those who have never been to school.”
- Includes adult and continuing education, further education and training, skills development and higher education
- Both formal and non-formal settings.

Expanded access – vision for 2030

	DHET headcount enrollment target	National Planning Commission headcount enrollment target
Universities	1,500,000	1,600,000
FET colleges and CETCs	4,000,000	1,250,000 1,000,000

General implications for youth and adult education

1. Expansion of the Post school system: funding and some appetite for new institutions
2. Bolder vision: **differentiated** colleges sector
3. Responses to **NEET** issue
4. Private and non-formal provision
5. Sequencing: consolidation, expansion, differentiation

INSTITUTIONAL PROPOSAL

- Assumptions
- Target groups
- Is a distinct, unique model possible?
- Options

Assumptions

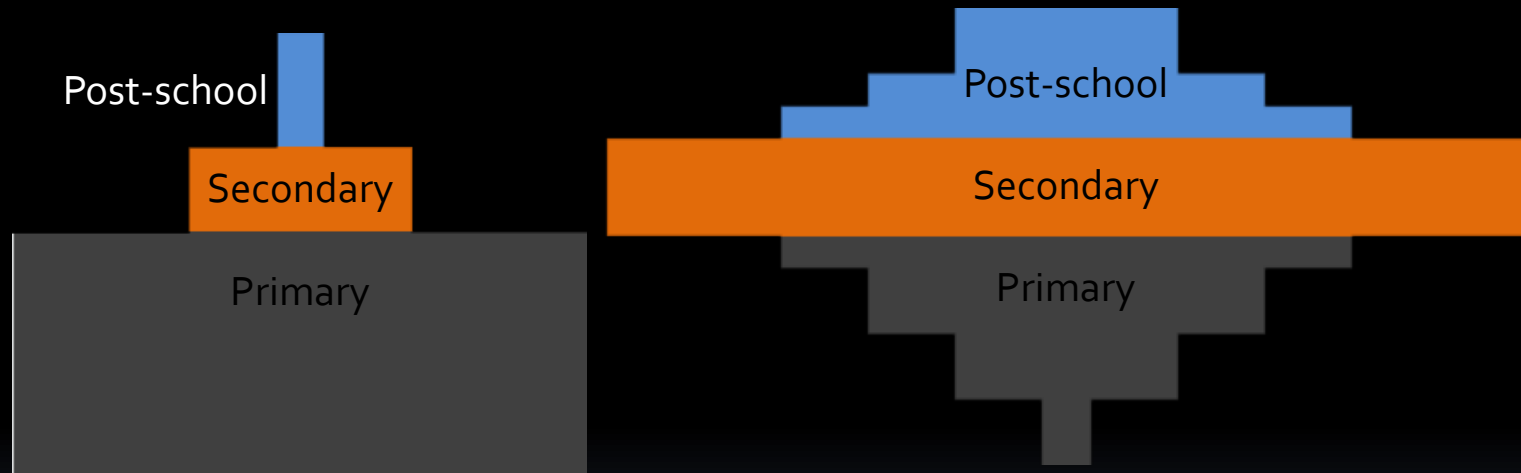
■ Global context

- Literate and better educated adults and youth improve life chances, standards of living and social and community role
- Education contributes to social mobility, cohesion and equality
- Global economic, technological and social trends show movement towards more skilled societies and work force, prime on post-secondary education
- Fast-changing world, not only young but all adults

■ South African specifics

- More young people stay longer in education
- Changes in labour market – egg shape
- Demographic shifts – youth bulge
- Adult education and lost generations of yesteryear
- Historic legacy of under-investment

The shapes of Education



Target groups

Age range	Education levels	Learning needs
Adults 25-65 years	Functionally illiterate < Grade 7 < Grade 9	Adult literacy, GETC, vocational programmes, development and community programmes, SME, cooperatives and livelihood training, LMI information, RPL
Adults 25-65 years	Grade 10 and more	NASCA, vocational and occupational programmes, colleges and university bridging. development and community programmes, SME, cooperatives and livelihood training, LMI information, RPL.

Target groups

Age range	Education levels	Learning needs
Below 15 years	Drop-out before completing primary and high school	Second chance, remedial high school, life skills and vocational: DBE technical schools
16-18 years	Primary or less Secondary, <Grade 10 Grade 10 < Gr12	Literacy, GETC and full-time NC(V); life skills, vocational programmes, employability and technology skills
18-24 years	< primary Secondary <Grade 10 Grade 10 < Gr 12	Second chance: GETC, NC(V), NASCA, vocational programmes, NYS and entrepreneurial, life and citizen skills, employability and technology skills
	Weak Senior Certificate passes	Vocational, worked base or occupational programmes: N courses, bridging programmes to apprenticeships and learnerships. NYDA National Youth Service and entrepreneurial programmes. College and university bridging programmes; life and citizen skills, employability and technology skills

Is a distinct, unique model possible?

- A network rather than single 'new' institution, integral part of the Post school system
- Two major components
 - COMMUNITY LEARNING CENTRES:
 - CLCs
 - Kha Ri Gude Learning Network
 - Institute for Adult, Youth and Community Learning
 - DIFFERENTIATED COLLEGES:
 - Community colleges
 - Vocational education colleges and Colleges of Technology
 - Single purpose colleges
- Open, distance and e-learning components in all of these institutions.

NQF level	Institution	Mission	Programme
L 1-3	Community Learning Centres	First and second chance literacy and vocational	ABET, soft vocational skills, GETC, NASCA, some CLCs focus on hard vocational skills and NCV, community and non-formal education, <i>Kha Ri Gude</i> learning network programmes
	<i>Kha Ri Gude</i> Learning Network	Literacy and public education	Literacy, public and community education [Multi-ministry delivery]
	Adult, Youth and Community Learning Institute	Develop and support literacy, adult education, community and public learning	Policy, Curriculum, virtual collaboration mechanism

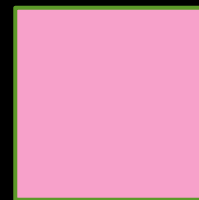
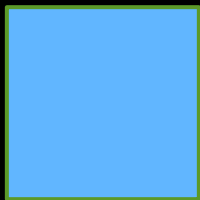
NQF level	Institution	Mission	Programme
L 4-5	Community colleges	First, second chance Senior Certificate. Vocational and occupational programs.	NASCA, NC(V), soft vocational skills, social learnership, para-professional programs, university bridging
	VET colleges and Colleges of Technology	Mid level vocational and artisan skills. Bridging programs to University of Technology	Vocational artisan, NATED, expanded NQF 4-5 offerings, bridging programs and foundation technical diplomas
	Single purpose colleges	Particular development or sectoral or local need	Certificates and diplomas in specialisation areas.
	SA Institute Vocational and Continuing Education	Development of differentiated colleges sector	

Options

- Option 1: develop two distinct institutional forms – CLC sector and Colleges sector [the option favoured by the Task team]
- Option 2: Community learning centres as a component of Colleges.

OTHER ISSUES

- Phasing in the model(s) and sites of delivery
- Institutional development and capacity building
- Governance issues
- Legal and policy framework
- Funding
- Linkages and articulation
- Role of Higher Education, NGOs and CBOs in curriculum development
- Research and development and Monitoring and Evaluation



Kha Ri Gude

Satellites

WAY FORWARD

- Legislative action
- Phase 1
- Phase 2

Phase 1 (End of Task team mandate)

■ Consultation phase

- Final text of Report prepared for Gazetting for public consultation (scheduled for February 2013)
- Some preliminary consensus around the model and options.
- Phasing proposals, including identification of initial institutions
- Options for further consultations (e.g. Worker Education, RPL, NSA, Nedlac, NYDA) and possible joint workshop whilst DHET continues with its decision-making process.

Phase 2

■ **Post consultation**

- Incorporating consensus proposals into Green and White Paper process
- Detailed proposals around strategic and operational plans for governance, funding, capacity building, infrastructure, etc. in relation to phasing in of model with identified institutions
- Legal framework and Bills
- Conducting detailed Institutional model Feasibility study