higher education
& training

Department:
Higher Education and Training
REPUBLIC OF SOUTH AFRICA

# Policy Overview of the Post-School Education and Training System -
# Presentation to the Presidential Commission on Higher Education:
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# Post-school Education and Training System

Establishment of the DHET in 2009

The Post school education and training (PSET) system comprises:

- Higher education (HE), offered by 26 universities (public Higher Education Institutions (HEIs)) and Private HEIs (PHEIs)

- Technical and Vocational Education and Training (TVET), offered by 50 public TVET Colleges and Private Colleges;

- Community Education and Training (CET), offered by 9 public CET Colleges, incorporating 3 276 learning centres;

- Sector Education and Training Authorities (SETAs) and the National Skills Fund (NSF); and

- Regulatory bodies responsible for qualifications and quality assurance in the post-school system
  - o Council on Higher Education (CHE),
  - o the South African Qualifications Authority (SAQA)
  - o Quality Council for Trades and Occupation (QCTO)
  - o Umalusi

# PSET System: Shape and Size

Higher Education
+/- 1 111 711 (2014)

26 Universities: 969 154
114 PHEIs: 142 557

TVET
+/- 789 530
50 TVET Colleges: 710 535 (2015)
627 Private Colleges: 78 995 (2014)

CET Colleges:
275 268 (2014)

QCs: SAQA, CHE, QCTO

Levy Grant Institutions (SETAs and NSF)

NDP/WP Targets:
Higher Education: 1.62 m
TVET colleges: 2.5 m
CET colleges: 1 m

Sector Education and Training Authorities

National Skills Fund

NSC qualifying for university entrance = +/- 30% of NSC passes
70% must be catered for by TVET
Citizens with no NSC – CET

**PSET System to cater for +/- 18 million citizens**

## Legislative Mandate

- The DHET derives its mandate from Section 29 of the supreme law of the Republic, the Constitution:

- *Everyone has a right –*

- *(a)to a basic education, including adult basic education, and*

- *(b) further education, which the state, through reasonable measures, must make progressively available and accessible.*

- *Everyone has the right to receive education in the official language or language of their choice in public educational institutions where that education is reasonably practicable. In order to ensure effective access to, and implementation of this right, the state must consider all reasonable educational alternatives, including single medium institutions, taking into account equity, practicability and the need to redress the results of past racially-discriminatory laws and practices*

## Legislation and Policy

- White Paper for Post School Education and Training (2014)
- National Development Plan 2030
- Skills Development Act
- The National Student Financial Aid Scheme (NSFAS Act)
- The National Qualifications Framework Act (NQF Act)
- CAS policy
- RPL Policy + Articulation Policy
- Minimum Admission Requirements for Universities
- Workplace-based Learning Policy framework
- Higher Education Act (1997)
- White Paper 3: A programme for the transformation of HE (1997)
- National Plan for Higher Education (2001)
- University Statutes
- Continuing Education and Training Act, 2006 (Act No. 16 of 2006)
- National Policy on Community Colleges 2016

# White Paper PSET Policy Goals

**An expanded, effective and integrated post-school education and training system.**

- A post-school system that can assist in building a fair, equitable, non-racial, non-sexist and democratic South Africa (addressing poverty, inequity, and targeting unemployed youth)

- A single-coordinated post-school education and training system (collaboration, partnerships, career guidance, schooling, SETAs, WIL, articulation, policy alignment, integrated information systems and skills planning)

- Expanded access, improved quality and increased diversity of provision (affordability, expansion, diversity)

- A stronger and more cooperative relationship between education and training institutions and the workplace

- A post-school education and training system that is responsive to the needs of individual citizens and of employers in both public and private sectors, as well as broader societal and developmental objectives.

# National Plan for Post-School Education and Training

- DHET is developing a National Plan for Post-School Education and Training (NP-PSET), to be released early in 2017.
- The National Plan for 2017-2030 will be a Sector Plan, much like the *National Plan for Higher Education* (2001) in the sense that it will provide a blueprint for building an expanded, effective and integrated post-school system over the period to 2030.
- The Plan aims to give effect to the policy proposals of the *White Paper on Post-school Education and Training* released in 2014, and will therefore draw on a number of initiatives underway since the release of the White Paper.
- While the HE system has been planned for some time, other parts of the sector are being properly planned for the first time. The major shift is that planning is taking place within the context of the new post-school system.

## National Plan for Post-School Education and Training

- The Plan process will need to consider growth and development "scenarios" for each sub-sector and the PSET sector as a whole.

- These scenarios will take account of the necessary financing of the sector, the staffing necessary to support PSET institutions, the infrastructure required for adequate provision and growth, and the broad sets of principles that will guide provision and integration.

- We need to think about new ways of developing the sector to allow for effective integration and better articulation, and to find mechanisms to share resources and infrastructure to ensure sustainability and allow for growth across this diverse sector.

- The National Plan is still under development and is working towards a coherent set of sub-sector plans and an integrated plan to give effect to policy goals, while recognising constraints. Will focus on providing strategic framework for growth and improvement.

- Treasury costing project has provided a set of costing and funding models that can be used to make strategic decisions about enrolment growth possibilities in constrained environment.

# Policy Challenges: Technical and Vocational Education and Training

- Qualifications: which qualifications, responsiveness and relevance, coherence, articulation problems, foundational learning, higher level opportunities, need for stability (enrolment and PQM planning)
- Differentiation: who offers what and where (regional and national responsiveness)
- Curriculum relevance and design
- Staffing, teaching and learning and professional development
- Strengthening management and governance
- Workplace linkages
- Addressing student success and throughput
- Articulation- workplace and higher levels
- Expanded provision and access
- Re-designing certification and examination system- currently expensive and unwieldy.
- Adequate financial support for delivery of qualifications and supporting level of improvement required.

# Enrolment by Qualification 2010 - 2014
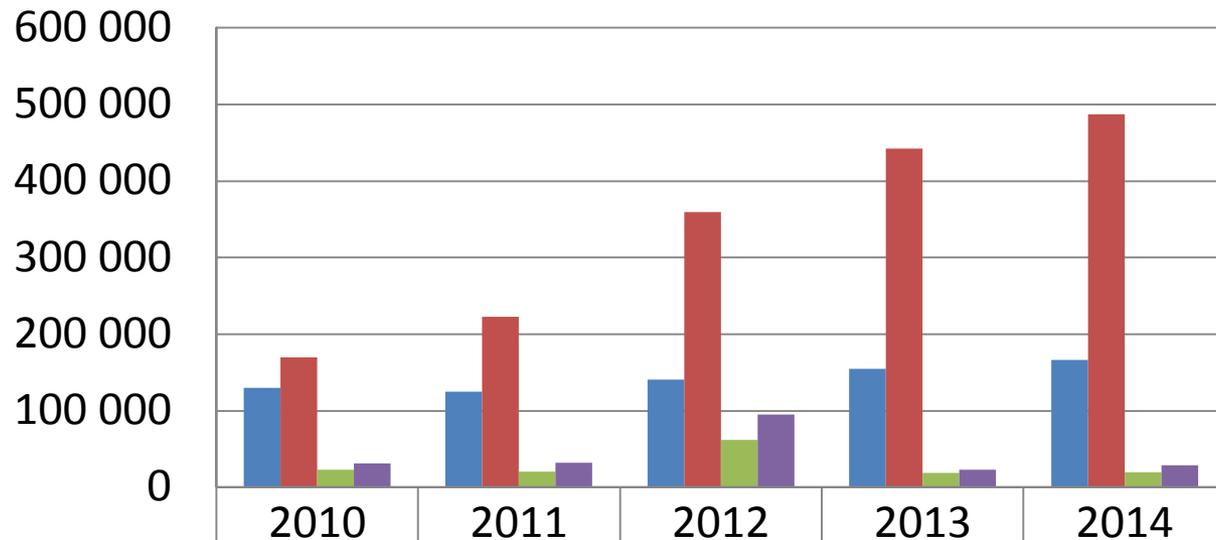


| | 2010 | 2011 | 2012 | 2013 | 2014 |
|---|---|---|---|---|---|
| ■ NCV | 130 039 | 124 658 | 140 575 | 154 960 | 166 433 |
| ■ Report 191 | 169 774 | 222 754 | 359 624 | 442 287 | 486 933 |
| ■ Occupational Qualifications | 23 160 | 20 799 | 62 359 | 19 000 | 19 825 |
| ■ Other | 31 504 | 32 062 | 95 132 | 23 371 | 29 192 |

# Main policy goals: TVET Colleges

- Re-naming of FET Colleges as TVET Colleges. This has implications for mandate and provision.
- Strengthening Colleges: various strategies in place since 2012 – improving governance, financial management.
- Increased access – expansion of enrolments in TVET Colleges- has been substantial increase in enrolments  - doubling between 2010 and 2014.
- Improving quality: includes addressing curricula, staffing and student success.
- More coherent quality assurance regime.
- Role of SETAs in supporting workplace linkages
- Establishment of SAIVCET
- *"the entire gamut of occupational programmes and qualifications will therefore be reviewed and rationalised into a coherent and simple framework that fits easily into the NQF and makes learning pathways clear to school leavers and employers"*
- Improved data and information capacity

## Main policy challenges: Community Education and Training

- Creating a new type of institution established to address opportunities for youth and adults who did not finish or never attended school; opportunities for those who cannot enter TVET colleges or universities; expansion of second-change opportunities; skills and re-skilling; sustainable livelihoods.
- Being built off a base of primarily general education and training in the adult education sector. Limited provision and marginalised sector.
- Severely under-funded sector, with limited funding available for growth.
- Limited infrastructure and part-time educators
- Conditions of service not uniform and no long-term planning
- Need for development of a coherent vision and focus
- Potential demand is significant and range of student and community needs- has implications for development of qualifications and programmes.
- Identifying institutional and funding models

## The Need for CET

- Completion of school for second chance learners who did not complete schooling- 500 000 students drop out from each matric cohort before reaching grade 12.

- Continuing education for those who want to acquire labour market skills or further their education post literacy. This category includes millions of adults who have graduated from the Kha Ri Gude Literacy programme;

- Reskilling for those who want to pursue another area of work: This category could include people who have lost their jobs in the formal labour market due to contraction of industries, or those who could not sustain their businesses and want to refocus their attention to other business ventures.

- Developing skills for sustainable livelihoods including entrepreneurship. This category includes over 2 million adults over 25 years of age who do not have any formal education as well as adults who are unemployed

- 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.

## Main Policy Goals: Community Education and Training

- Partnerships with community-owned and private institutions
- Building on current PALC offerings to expand nature of programmes and delivery mechanisms.
- Expand vocational and skills development programmes and non-formal programmes
- Improvement and relevance of existing general education programmes for adults and skills and occupational programmes expxansion
- Well-qualified lecturers for wide range of programmes.
- Student support services
- Link to public programmes (EPWP,CWP etc) and work-integrated learning opportunities
- How can the community colleges respond to local sustainable development needs.
- Possibility of diverse modes of learning and use of technology-enhanced learning.
- Development of pilot community colleges, with adequate time for growth and development over time.
- How to make use of shared infrastructure.
- Addressing under-funding in the sector.
- Governance

# Main Policy Challenges: Universities

- Expansion while improving quality- access and success- while have expanded and changed student profile significantly challenges remain in student success and throughput, and equity of success including inequalities in participation rates
- Poor throughput in distance education a challenge
- Funding challenges- well known and well described elsewhere
- Greater attention to staffing necessary: growing new generations of academic staff, equity and retaining and attracting skills, curriculum development, teaching and learning, research and community engagement.
- Growing scarce skills areas, including SET
- Improving humanities and social sciences and African languages
- Public accountability vs institutional autonomy
- Diversity of provision within a differentiated system- institutional shape and size
- Overall developing the capacity of the system in a range of areas, including staffing, curriculum development, student success, teaching and learning, research and innovation.
- Making university education more affordable and equitable
- Integration and articulation with the rest of the PSET sector

# Main Policy Goals: Universities

- Improved success of students entering universities. Already a significant area of investment by government, and sophisticated funding and policy mechanisms being put in place to further address this area. Includes building curriculum development capacity across institutions and growing system-level cooperation.

- Staffing is a significant policy focus area. Through the Staffing South African Universities Framework, a range of initiatives to attract new generations of academics and change the profile of academics are being put in place as well as improve qualifications of academic staff (goal of 75% of academic staff with PhDs). Staffing critical for student success.

- Growing enrolments in critical skills areas- responsiveness to national skills needs through better skills planning mechanisms and detailed enrolment planning mechanisms

- Improving research and innovation in the system – includes better alignment of DST/DHET targets, collaborative projects, national digital library access and other initiatives

- Addressing diversity through a differentiation framework

- Adequate funding for the university system, and a more affordable university system.

- Universities role in supporting the growth and development of the whole PSET sector.

- Distance education and technology-enhanced learning

- Governance of the system and monitoring transformation.

## Policy challenges: Skills development levy and SETA system

- Goals have largely not been achieved: good information not being produced, increased provision and quality in necessary areas not happening, limited credibility of system.

- Skills planning system is weak: inadequate research capacity, lack of economics, labour market and industry expertise, poor data management, lack of planning expertise in SETAs. Also difficult determining across sector silos. More, better-quality research. Coordination across government – requires better labour market information and skills needs.

- Original intentions to encourage employers to expand training and improve quality and relevance. Has been mixed success across different sectors.

- System is administratively expensive. Revised SETA grant regulations in April 2013. Further changes required.

- Supporting education and training in workplaces: too much spent on short courses and inappropriate qualifications.

- Concerns about poor governance in SETAs.

## Policy Priorities: Skills development Levy and SETA system

- SETAs (or equivalent) to be given *"clearer and to some extent narrower and more focused role". Limited functions- skills planning, funding and quality assurance CENTRALLY located, allowing structures to focus on engaging with stakeholders*
- *"A key role of the skills system structures will be to support efforts to implement workplace learning that complements formal education and training."*
- Bring SETAs and TVETs together "to plan, design, fund and deliver occupational programmes that address scarce skills needs."
- Universities and skills system needs greater collaboration.
- Institutional capacity: clear mandates currently too diffuse. Key role of SETAs to link education and work.
- Greater accountability and improved and more focused governance of SETAs
- Clear, simple and focused mandate for the SETAs and mechanisms to evaluate performance.
- Accurate data about workplace skills needs, and supporting providers to deliver necessary programmes.
- Strategic planning to be more closely linked to the public PSET system and the MTEF.
- Landscape of SETAs: significant restructuring after 2016 with possible reduction of numbers and clustering. *"sharing of research within broad economic sectors; collaboration in relation to skills training along supply chains; making effective use of offices located in TVET colleges; sharing of resources at provincial and local level to improve access; the development of common approaches to qualifications and programmes that cut across different SETA sectors"* and help with NSDS implementation.
- Restructured and refocused NSA with M&E role.
- New proposals for the SETA landscape and the National Skills Development Plan focusing on the SDL system and priority skills approach.

## Other Areas addressed in the White Paper

- Skills planning mechanisms
- Career guidance
- Centralised applications
- Improved and integrated quality assurance
- Provision for people with disabilities
- Open learning, distance education and technology-enhanced learning opportunities
- Linked to this is the provision of ICTs and bandwidth capability.
- Infrastructure and student housing
- Private institutions
- Simplifying the NQF and improving articulation

## Summary

- Expansion at the intermediate and TVET level
- Develop a new Community College sector
- Improve quality and student success/throughput
- Link targets and expansion to affordability
- Improve coherence and articulation
- Improve responsiveness: to need/demand, economy and the world of work
- Improve and expand workplace learning opportunities
- Build a sustainable, equitable, and coherent post-school sector.
- Building and sustaining strengths in the system.

## Considerations for Enabling a Financially Sustainable and Quality PSET System

- The question of whether it is feasible to provide fee-free higher education (defined as HE and TVET) is as much a political question as it is a technical one. It cannot be answered by technical contemplations alone, and must be considered within the broader context of the funding of education generally and of post-school education and training specifically in relation to the policy expectations set out for the country, and the realistic economic growth and fiscal context

- Any funding considerations relating to university education cannot be isolated from those of the whole education system- as a country we have to balance the importance of a strong university sector with the serious need for growth in other parts of the education system, and therefore funding 'free higher education' should not be contemplated outside considerations for adequately funding institutions, including TVET, CET, Basic Education Schools and Early Childhood Development

- Student fee arrangements should not be de-linked from the overall funding of the higher education system, and university funding cannot be de-linked from the funding necessary for supporting a viable PSET system

**Thank You**