



**higher education
& training**

Department:
Higher Education and Training
REPUBLIC OF SOUTH AFRICA

COMMUNITY EDUCATION AND TRAINING

**NATIONAL STRATEGY ON PARTNERSHIPS WITHIN COMMUNITY EDUCATION
AND TRAINING**

2016

List of acronyms

ABET	Adult Basic Education and Training
AET	Adult Education and Training
CBO	Community-Based Organisation
CLC	Community Learning Centre
DHET	Department of Higher Education and Training
DoE	Department of Education
DoL	Department of Labour
ETDP	Education Training and Development Practices
FBO	Faith Based Organisation
HET	Higher Education and Training
HRD	Human Resources Development
MYIP	Multi-Year Implementation Plan
NABABET	National Board for Adult Basic Education and Training
NDP	National Development Plan
NEET	Not in Employment, Education or Training
NGO	Non-Governmental Organisation
NQF	National Qualifications Framework
PALC	Public Adult Learning Centre
PFMA	Public Finance Management Act
PED	Provincial Education Department
PPP	Public Private Partnerships
SETA	Sector Education and Training Authority
TVET	Technical and Vocational Education and Training

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Section 1: Introduction

1. The Minister of Higher Education and Training established Community Education and Training (CET) Colleges as a third tier of delivery institutions within the Post School Education and Training (PSET) system.
2. In 2014, the Department released a White Paper for Post-School Education and Training (PSET). The White Paper has created a framework that defines the Department's vision for PSET, its focus and priorities.
3. The White Paper asserts the importance of ensuring expanded and qualitative provision for adults and out-of-school youth.

Section 2: Rationale

4. Community Education and Training Colleges have been established to cater for the diverse needs of adults and out-of-school youth. Given the diversity of needs that the state has to respond to, many role-players and stakeholders would to be mobilized to contribute in the provision of appropriate and quality education and training.
5. The White Paper recognizes the importance of CET Colleges entering into partnerships with a range of role-players and stakeholders to enhance their capacity as well as to draw on the strengths of existing providers for the provision of diverse programmes.
6. Partnerships are therefore critical for the delivery of Community Education and Training programmes in the various communities where the CET Colleges are currently located or are to be located.
7. The development of a National Strategy for Partnerships within CET Colleges is aimed at ensuring that a coherent framework is in place for the establishment of partnerships for delivery.
8. Underpinning the development of a national partnership framework is a recognition that it is necessary to support the provision and delivery of Community Education and Training programmes because it:
 - i. is a basic human right;
 - ii. lies at the heart of the lifelong learning paradigm proposed as the key for the emerging learning and knowledge society of the 21st century;
 - iii. is regarded as a building block of democracy, active citizenship, peace and human sustainable development;

- iv. is critical for local economic, social and educational development;
 - v. is integral to the education and human development policy in the country; and
 - vi. is a mechanism that contributes to closing the gap between developed and developing countries.
9. The nature of partnerships to be entered into would necessarily be diverse and fit-for-purpose.
 10. This national strategy document recognises that the nature of partners to be entered into may be in the form of interdepartmental and intergovernmental collaborations, strategic partnerships with local government, collaboration for expanding diversity in programme offerings, lease agreements for accessing physical infrastructure, work placement and work integrated learning and agreements with various institutions for research purposes.
 11. The intended outcome of these various partnerships is to ensure that programme provision is contextual, responsive and addresses the needs of local communities.

Section 3: Background and Context

12. The National Policy on Community Colleges published in *Government Gazette Notice No. 38924 of 3 July 2015* advances an argument that education is an essential component of reconstruction, development and transformation of the South African society.
13. The policy further indicates that education and training must address the enormous developmental challenges of poverty, inequality and unemployment. The call for a developmental state in South Africa requires the development of the necessary skills and capabilities for this to be possible.
14. Through the investigation conducted by the Ministerial Task Team on Community Education, it became evident that the current AET qualification and programmes have not been able to contribute meaningfully and significantly to realising the right to adult basic education.
15. The various existing institutions have not been able to address this target group due to poor articulation. There is limited diversity of programmes, inadequate second chance opportunities and minimal support for non-formal education.
16. Gender, class, race, disability, geography, age and other inequalities persist with regards to access to educational opportunities in the adult education and training system. Access and success in the AET qualification is low and its quality is in doubt. More concerning is the lack of impact of the programmes with regard to issues around skills development, poverty alleviation and unemployment.

17. Whilst provision was diverse within the previous Adult Education and Training system, it was unco-ordinated and misaligned. Various providers were implementing programmes within a limited policy framework that did not recognise all forms of education and training as valuable.
18. In legislation a co-ordinating structure in the form of the National Board for Adult Basic Education and Training (NABABET) was mooted but it was never established to provide a common purpose and vision for the sector.
19. The Multi-Year Implementation Plan (Department of Education 1997a) stressed the need to target out-of-school youth (as well as other categories of learners, such as the disabled, women and prisoners). It outlined the proposed model for delivery of all ABET services and spelled out the criteria and norms for quality ABET delivery. The plan aimed to serve 2.5 million learners by 2001. It was not, however, translated into deliverable outcomes and the state did not reach even a third of this number within that period.
20. To find a lasting solution to these challenges, the Minister established a Task Team to conceptualize a workable institutional model for community education and training that is distinct in its ethos and mission, provides a diversity of programmes, its qualifications or part qualifications articulate with qualifications of existing institutions, is oriented towards provision for communities and ensures lifelong learning opportunities. The introduction and development of new institutional type is meant to play a pivotal role in contributing to improved levels of educational attainment among youth and adults.
21. The 2015 General Household Survey report published in June 2016 shows that there are 18.8 million South Africans who are 20 years of age and older, who can benefit from the expansion and quality provision of CET programme. The permutations of the figure of 18.857 million are disaggregated below:
 - i. **1.711** million (9%) have no formal school education at all
 - ii. **3.478** million (18.4%) have some primary schooling
 - iii. **1.6** million (8.4%) have completed primary schooling
 - iv. **12.079** million (64%) who have some secondary education but did attain a Grade 12 equivalent qualification such as the Senior Certificate (SC), National Senior Certificate (NSC) or National Certificate (Vocational) (NC (V), qualifications at Level 4 of the NQF.
22. Another factor that compounds the education and training for the 18-million people is that the quality of provision is poor, as evidenced by **15.1%** of those who have some primary schooling and those who have completed primary schooling, as well as those who have some secondary schooling are still functionally illiterate. Understood in the parlance of the United Nation's Education, Scientific and Cultural Organisation (UNESCO) functional

literacy refers to a way of preparing adult and out of school youth for a social, civic and economic role that goes beyond the limits of rudimentary literacy training consisting merely in the teaching of reading and writing.

23. It is apparent that the state alone will not be able to address the above-mentioned challenges without mobilising partners and stakeholders. The CET Colleges are an institutional mechanism that is put in place to enable such partnership and collaboration to take place. This then is the background and context within which the development of the National Strategy for partnerships within the Community Education and Training sector is being foregrounded.

Section 4: Objectives of this strategy

24. The object of this national strategy is to promote partnerships as a lever for ensuring access to and success in the CET programmes by adults, the NEETs and the out-of-school youths.
25. The strategy provides a framework for CET Colleges to enter into mutually beneficial partnerships with a whole of range of stakeholders for delivery purposes.

Section 5: Application

26. This national strategy applies to community colleges declared or established by the Minister in terms of the Continuing Education and Training Act, 2006 (Act No. 16 of 2006).

Section 6: Guiding principles underpinning the establishment of partnerships

27. The national strategy takes into account the principles as enunciated in section 4 the National Policy for Community Education and Training Colleges, *Government Gazette No. 38924 of 03 July 2015*.
28. In addition to the principles contained in the CETC Policy, the entering of partnerships will be informed by the following approach/ principles:
- Partnerships will be entered into in line with the relevant applicable legislation;
 - Partnerships will as far as possible be formal and legal;
 - They will be entered into voluntarily;
 - They will be entered into by authorized persons (natural or juristic); and
 - They will be reduced to writing.

29. The emphasis on the legal and formal nature of partnerships should be seen as but one strand of forms of collaboration that must take place within the CET space.
30. This national strategy acknowledges that there is merit and space for supporting communities of practice, for informal and non-formal collaborations. Therefore, formal and legal collaborations may be a culmination of forms of collaboration that started in informal and non-formal manner.

Section 7: Legislation and Policy Context

31. This strategy must be read in conjunction with the following pieces of legislation and policies:

a) ***Constitution of the Republic of South Africa, 1996***

The Constitution provides foundation for co-operative governance and intergovernmental relations. This foundation is critical in the collaboration of various organs of state for community development purposes.

b) ***Continuing Education and Training Act, 2006***

The Continuing Education and Training Act provides legislative guidance for Community Colleges to enter into partnerships as juristic persons. In its preamble, the Act calls for the establishment of a co-ordinated Continuing Education and Training system that promotes co-operative governance.

c) ***Skills Development Act, 1998***

The Skills Development Act provides a framework for an integrated framework to devise and implement national, sector and workplace strategies to develop and improve the skills of the South African workforce. It provides the institutions and structures that Colleges may partner with in realizing the objectives of the Act.

d) ***Skills Development Levies Act, 1999***

The Skill Development Levies Act provides for the imposition of a skills development levy. The levy may be an enabling instrument for the establishment and maintenance of partnerships.

e) ***Public Finance Management Act, 1999***

The Public Finance Management Act and Treasury regulations provide for the establishment of a framework for managing public private partnerships. PPPs may be one form of collaboration that may be entered into within the Community Education and Training sub-sector.

f) ***White Paper on Post-School Education and Training***

The White Paper on Post School Education and Training enjoins the Community Education and Training Colleges to enter into partnerships in a quest to achieve their vision and mission.

g) ***National Policy on Community Education and Training Colleges***

The National Policy on Community Education and Training Colleges provides for collaboration and partnerships in its principles and emphasises the importance of articulation with the rest of the Post School Education and Training system.

h) ***National Qualifications Framework Act, 2008***

The National Qualifications Framework Act provides a regulatory framework for the development and adoption of strategies that will enable articulation within the various sub-frameworks of the NQF as well as ensuring mobility and portability. It is through the establishment of partnerships that stakeholders within the NQF are able to promote and fulfil the objectives of the Act.

i) ***Intergovernmental Framework Relations Act, 2005***

The Intergovernmental Framework Relations Act establishes and provides for structures and institutions for intergovernmental relations. The need for strategic partnerships with other spheres of government to achieve the aims and objectives of CET Colleges requires entering into protocol agreements with other organs of state.

j) ***National Development Plan: Vision 2030***

The National Development Plan provides a long-term developmental vision of South Africa. By 2030, South Africans should have access to education and training of the highest quality, leading to significantly improved learning outcomes. The Plan is premised on the importance of partners and stakeholders playing a critical role in addressing the education and training needs of the country. Community Education and Training Colleges are seen as contributing to creating alternative education and training pathways for adults and youth.

k) ***Local Government Municipal Systems Act, 2000***

Amongst others, the Local Government Municipal Systems Act establishes a framework for municipal planning and performance management as well as systems for municipalities to report on their performance. Furthermore, it provides for the establishment of a framework for support, monitoring and standard setting by other spheres of government in order to progressively build local government into an efficient, frontline development agency capable of integrating the activities of all spheres of government for the overall social and economic upliftment of communities. It further provides for community participation. Through this Act, local government can play

a strategic role in the establishment and support for Community Education and Training Colleges.

1) ***National Treasury Guidelines on Public Private Partnerships***

National Treasury Guidelines on Private Public Partnerships provides processes, procedures and definitions for PPPs. PPPs may be useful within the CET Colleges for accessing the building of appropriate infrastructure.

Section 8: Strategic partnerships

- 32. The CET Colleges are an emerging system and therefore must enter into strategic partnerships that contributes to national imperatives, that assists in building and consolidating capacity within the College and that provides leverage for further partnerships.
- 33. There are various responsibilities at national, regional and College level for the establishment of partnerships.
- 34. This strategy must consider all of these levels, and sets out concrete action and steps that must be taken to advance partnerships.

8.1 Responsibilities at National level

Intergovernmental partnerships

- 35. The lifeblood of CET Colleges are communities. One of the urgent strategic tasks for the national office is to enter into partnerships with the authorities at local government level. Local government must be provided space to contribute meaningfully to the operations of CET Colleges, including governance, funding, operations and infrastructure.
- 36. Appropriate protocols must be entered into with structures such as the South African Local Government Association on the provision of CET College programmes for communities.
- 37. Appropriate mechanisms must be put in place for aligning the planning processes at local government level with College planning. In this regard, CET Colleges must analyse the Integrated Development Plans of councils where they are located.

Interdepartmental partnerships

38. Various government departments have developed interventions and programmes that may have a benefit for communities. Integrating these initiatives with the role of the CET Colleges as part of enhancing government delivery is critical.
39. It may therefore be strategic that the Department prepares a Cabinet memo on the approach to Community Education and Training partnerships so that there is a clear political mandate and buy-in for collaboration across government.
40. CET Colleges, once capacitated, may play a critical role in the provision of education, training and skills for mass based government interventions.
41. The National office, as part of its planning processes, needs to undertake a scan of interventions and programmes that CET Colleges will be in a position to service in terms of skills provision. The matrix below indicates the various interventions that agreements must be entered into with the relevant national departments:

	National Department	Programme/ Intervention
1.	Department of Public Works	Expanded Public Works Programme
2.	Department of Rural Development and land Reform	National Rural Youth Service Corps
3.	Department of Health	Community Health Workers
4.	Department of Economic Development	
5.	Department of Small Business Development	Skills support for Co-operatives
6.	Department of Social Development	Funding of partner FBOs and NGOs
7.	Department of Science and Technology	ICT roll-out

Intradepartmental partnerships

42. The Department needs to enter into various collaborative initiatives with institutions within the PSET system for a variety of purposes:
- Funding
 - Sharing physical infrastructure
 - Collaborative planning and delivery
 - Programme
 - Accreditation of programmes
 - Research and Development; and
 - Promoting articulation.

43. By facilitating collaboration within the PSET system, the Department will make it possible for actual partnership agreements to take place at institutional level.
44. Current agreements with SETAs, individual Universities and TVET Colleges must be strengthened in order to expand these to the rest of the nine established CET Colleges.
45. The Department needs to prepare engagement with internal stakeholders in order to update them as well as to propose the various partnerships initiatives proposed in this strategy.

8.2 Responsibilities at Regional level

46. The key role that the regional office needs to play is in the establishment of relationships with the provincial governments and their relevant structures for skills planning.
47. Regional offices need to engage with provincial growth and development strategies so as to ensure that College planning is aligned to the provincial growth and development plans where they are geographically located.
48. Regional office needs to participate in stakeholder forums such as the Provincial Human Resource Development Councils, chaired by the Premiers, and the Provincial Skills Development Forums under the National Skills Authority. These are critical spaces for ensuring relevance of College programmes to the skills needs of the relevant Provinces.
49. It would therefore be useful that the regional office formalises relationships between the Department and Provincial structures taking forward the work on skills planning linked to growth and development planning. More importantly, meaningful coordination is likely to happen if regional offices are aware of the various initiatives of PSET institutions at provincial level.
50. In practical terms, regional office must have relevant contacts with provincial SETA offices, TVET Colleges and CET providers.

8.3 Responsibilities at College level

51. While it is critical that an enabling environment is created nationally and regionally, the ultimate responsibility to establish and maintain relationships is with the individual colleges as juristic persons.
52. A crucial activity for Colleges is the introduction of new and responsive programmes for youth and adults. Therefore partnerships that enable this to be possible must be prioritized.

53. CET Colleges need to explore partnership with TVET Colleges in three critical areas: the use of facilities for training of adults and youth, the use of TVET College lecturers in the provision of skills programmes and access to accreditation mechanisms for programmes to be delivered. This public to public partnership is critical for shifting CET College provision as speedily as possible.
54. CET Colleges need to exploit and expand the current partnership with the Catholic Institute for Education's skills centres. Institutional collaboration at the level of the College and skills centres may enable feeder arrangement may be put in place between current Community Learning Centres and skills centres, where they are in close proximity.
55. CET Colleges need to establish relationships with communities where they are located. This is to ensure that there is adequate information of potential partners in the Community that can be engaged. Local business, local providers (FBOs or NGOs) and existing public and private institutions may be engaged to establish such partnerships.

Section 9: Partnerships with the NPO sector

56. The Task Team report on Community Education and Training Centres indicated that there has been varied and innovative adult education provision for youth and adults through Non-Profit Organisations.
57. In its recommendation, the Task Team report has made a call for the establishment of networks of institutions at community level to ensure responsiveness, diversity of programme offering and consolidation of current capacity.
58. The White Paper for Post School Education and Training has called for the partnerships in order to expand provision for adults and out-of-school youth. These partnerships may entail institutional linkages with providers at local level.
59. The CET College, where appropriate, should draw on the expertise of this sector to build capacity and ensure skills transfer for staff in the Colleges.
60. Through the establishment of partnerships, more accurate and comprehensive data on the provision of programmes for adults and youth will be accessed. A number of national and international obligations require the provision of accurate data on the totality of provision for adults and youth. Therefore the mechanisms for partnerships will be one of the mechanisms that strengthens data provision in the Community Education and Training sector.

61. Appropriate legislation and policy must be in place to foster and strengthen partnerships with the NPO sector. The current categorisation of the non-profit sector organisations as private within the current legislation- you are either a public or private college- makes it difficult to have innovative partnerships. The Department should explore the development of appropriate legislation and policy to ensure that a different framework is in place to support the non-profit sector.

Section 10: Partnerships with Industry and the private sector

62. The CET Colleges are required by the Continuing Education and Training Act, 2006 (Act No. 16 of 2006) to have representation of donors within the College Council. The establishment of partnerships with local industry and the private sector will assist in the strengthening of the governance structures of the Colleges.
63. CET Colleges may also provide relevant programmes as a response to local industry's need for appropriate skills. The CET Colleges must engage with local organized business in their area of location to be able to provide appropriate programmes.
64. Where CET Colleges provide programmes that require workplace experience or placement, the entering of partnership with local industry will be beneficial for such students.
65. In rural or farming communities, Colleges must enter into partnerships with local industry so that the College programme is made flexible to accommodate process of production such as seasonal harvesting. Currently, in the absence of such a partnership, students merely drop out of programmes when it is harvesting time.
66. CET Colleges require an injection of funding in order to provide a diversity of programmes. Whilst the Department and government will fund some of the College programmes, funding from local industry and the private sector will be critical. CET Colleges are expected to fundraise for their programmes and operations.

Section 11: Management and Maintenance of partnerships

67. Establishing partnerships may be relatively easy. The management, maintenance, growth and completion of such partnerships require constant engagement. Expansion of such partnership may be dependent on the achievement of the intended aims and objectives of the said partnership.
68. Firstly, in order to establish and manage partnerships, CET Colleges must have dedicated capacity for establishing partnerships. The Department needs to therefore consider dedicated capacity in the organogram of CET Colleges for this task.

69. Secondly, CET Colleges would be expected to have a plan for the identification and establishment of partnership in line with the vision and mandate of the College. The development of a plan is premised on the understanding that Colleges understand their target market.
70. Thirdly, partnerships require resources. It is expected that Colleges will consider adequate budgets for the initiation of partnerships such as the packaging of College information for potential partners.
71. Fourthly, the Department should consider capacity building strategies for this area of work in CET Colleges.
72. Lastly, the various levels at which partnerships are to be entered into require the establishment of appropriate mechanism for recording such partnerships. A partnerships register is therefore proposed as such a mechanism. This will ensure that at the various levels there is information that is readily available.

Section 11: Conclusion

73. The National Strategy provides a broad framework for identifying and approaching the establishment of partnerships.
74. Whilst the document has attempted to identify strategic partners, this is done with the understanding that not all potential strategic partners have been identified.
75. The translation of this strategy into tangible action rests with various actors within the Community Education and Training sector. The approaches proposed will be given flesh in the implementation of the strategy at the various levels.