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National Plan for Post-School Education and Training (NP-PSET) CET Task Team Report for the Joint Task Team Meeting: January 2017

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NATIONAL PLAN COORDINATION UNIT

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Acronyms

AETCs	Adult Education and Training Centres
CBOs	Community Based Organisations
CDW	Community Development Workers
CET	Community Education and Training
CETC MTT	Community Education and Training Ministerial Task Team
GHS	General Household Survey
CIE	Catholic Institute for Education
CLC	Community Learning Centre
DHET	Department of Higher Education and Training
EPWP	Expanded Public Works Programme
FBOs	Faith Based Organisations
FET	Further Education and Training
GETC	General Education and Training Certificate
LFS	Labour Force Survey
LMIP	Labour Market Intelligence Partnership
NDP	National Development Plan
NEETs	Not in Education, Employment, and Training
NFCC	National Forum for Community Colleges
NGOs	Non-governmental organisations
NPOs	Non-profit Organisations
NP-PSET	National Plan for Post School Education and Training
NASCA	National Senior Certificate for Adults
NSC	National Senior Certificate
NSDS	National Skills Development Strategy
OECD	Organisation for Economic Cooperation and Development
PALCS	Public Adult Learning Centres
PQM	Programme Qualification Mix
PSET	Post School Education and Training

SDP	Skills Development Providers
SETA	Sector Education and Training Authority
StatsSA	Statistics South Africa
TT	Task Team
TTOG	Task Team Oversight Group
TVET	Technical Vocational Education and Training
WP-PSET	White Paper on Post School Education and Training

1. Introduction

In South Africa, the ideal of equitable access to education and training is negated by the reality of low participation rates and highly differentiated quality of provision. Many South Africans are marginalised by lack of access to education and training opportunities. Twenty two years post-apartheid, there are still millions of youth and adults with poor levels of education, large numbers who were unable to complete school, and millions who have been unable to gain access to post-school skills development opportunities or second chance general education programmes. The most marginalised groups include those in rural areas and the growing number of young people who are not in education, training or employment (NEETs), currently well over 3 million young people. Recognising the access challenges and the extent of poor levels of education in the country, the White Paper for Post School Education and Training (WP-PSET) proposes the establishment of a new type of institution - community colleges.

The community education and training (CET) task team (TT) has been tasked with reflecting on and making proposals for the development and growth of community colleges. In doing its work, the TT is recognising the work being done within the Department of Higher Education and Training's (DHET) Community Education and Training (CET) branch to steer the old Public Adult Learning Centres (PALCs) into fully-fledged community colleges, and develop new community colleges. The TT is also aware of and recognising any work being done through other parallel processes, for example the DG CET Task Team.

This report, which comprises the conceptual work to inform proposals about CET to be made in the National Plan for Post School Education and Training (NP-PSET) is the result of the TT's inputs. The report is structured as follows:

- progress made by the CET TT;
- contextual issues that inform planning for the CET sector;
- rationale for CET;
- key decisions made by the TT on the vision for CET, its purpose and scope, shape and size, programmes, student support and governance. including the key shifts proposed;
- costing models;
- work still to be done.

2. Overview of Task Team progress

The CET TT met eight times in 2016, and once in January 2017, and it has finalised a workplan with key areas of work that needs to be done for the plan. The TT has also agreed on a vision for the sector as well as the sector's purpose and scope.

Some reflection has also taken place on international models of community education, as well as on the research work that has been conducted in South Africa over the years. This is necessary as there is a relatively long history of thinking about a

formalised community college sector, drawing on a range of areas of work. The TT has also discussed student demand for community education and training (looking at the statistics available and the different categories of potential students); explored programmes that are available and can be tapped into by the public CET sector. As the proposals for the programmes to be offered in the sector are diverse, there is a need to draw on existing community education programmes in the public and non-profit sector in particular, and a range of possible skills development programmes that can be linked into the public community colleges, as well as the existing adult education programmes.

During TT deliberations, the challenges impacting the development of the CET sector have been highlighted, in particular the need for targeted funding to support the proposed pilot community college projects, and ultimately a more sustained funding mechanism that will support the necessary growth of community education and training over time. Although institutional models have only been broadly discussed, this is an area that needs considerable work, and will be enabled through the pilots. The Plan will articulate the broad frameworks for the roll-out of pilots and the timeframes and monitoring and evaluation mechanisms necessary for moving from pilots to a formalised sector. A particular concern is how it will be possible to build the range of programmes with the necessary flexibility to adequately respond to community education and training needs across the country. The critical difference between community colleges and other PSET institutions will be their location within community contexts and their responsiveness to particular community needs.

The TT has developed a Workplan informed by the overarching framework that was agreed as a guiding document for the development of the NP-PSET. The Workplan details research synthesis and analysis work that needs to be done to inform the writing of the Plan. Specific work on writing the workplan has begun. Several pieces of work are under development, and the think piece on the range of programmes proposed for the sector has been presented to the Task Team Oversight Group (TTOG), where suggestions were made about rethinking some of the proposed categories of programmes, considering the need to focus on the period to 2030. In particular, the question about whether Community Colleges will offer associate or para-professional programmes at the intermediate NQF levels remains a longer-term question, dependent on the further development of the sector and of the post-school system more broadly. The programmes decisions will inform the more detailed planning necessary to produce targets, funding parameters and institutional development needs, in line with the White Paper and National Development Plan (NDP) targets for community colleges.

3. Contextual issues in CET planning

3.1 Demand for CET

During the second meeting of the CET TT, analysis of demand was undertaken using data from the General Household Survey (GHS) 2015, the Labour Force Survey (LFS) Q3 2015, Census 2011, DBE National Senior Certificate reports, and DHET statistics.

It was determined that the demand for CET potentially comprises several million people who have had limited education and training opportunities, cannot be absorbed into other post-school institutions, require new training opportunities, and those who leave the basic education system prematurely. This data has now been updated to include the latest statistics, utilising data from the Community Survey 2016; Labour Force Survey Q1 2016, and some research on student dropout. According to the GHS 2015, the following constitutes the quantum of adults 20 years and older whose educational levels range from no schooling to a matric qualification with no university entrance.

Table 1: Educational levels of adults 20 years and older, 2015

Highest level of education	Number
None	1 711 000
Grade R/0	61 000
Grade 1	218 000
Grade 2	301 000
Grade 3	457 000
Grade 4	695 000
Grade 5	716 000
Grade 6	1 030 000
Grade 7	1 600 000
Grade 8	2 008 000
Grade 9	2 246 000
Grade 10	3 826 000
Grade 11	3 999 000
Grade 12 (without a bachelor's pass)	8 529 000
Total	27 397 000

Source: StatsSA GHS, 2015 (2016a)

Considering that some of those with grade 9 – 12 can be absorbed into TVET colleges, some **6.049 million** people with no education or education up to Grade 8 level would have community colleges as their only choice for post school education and training opportunities. However, even though TVET colleges can cater for those with Grade 9 to 12, the fact that there are **18.6 million** people with this level of education 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 (DHET, 2016). There simply isn't adequate capacity in the TVET colleges to enrol all students who qualify for that sector, assuming that all of them want to be enrolled in the sector. The University sector is also constrained in the number of students that can enter university, and funding pressures mean that not all those who may qualify for university places can access university education.

The General Household Survey also presents data on the population 15 years and older with a level of education lower than Grade 7. Fourteen per cent (**5.568 million**) of the 38.980 million people aged 15 and older in 2015, had attained educational levels lower than Grade 7. Although a majority of these people had no difficulty in performing some specified literacy tasks, a significant number was not able to perform these tasks. What is most disconcerting is that a significant number of youth (15 – 34) 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	1 050 000
Reading	1 431 000
Filling in a form	2 073 000
Writing a letter	1 580 000
Calculating change	580 000
Reading road signs	1 090 000

Source: StatsSA GHS, 2015 (2016a)

The prevalence of young people who are incapable of performing some basic literacy tasks means that these young people face daily challenges as these are basic life skills that without them would make it impossible to apply for jobs or function in a job where working with numbers is part of the job.

A sub-group of the 15 years and older people with low literacy levels is that of NEETs, aged between 15 – 24 years, who are specified in the white paper as a key target group for the CET sector. The educational levels of NEETs from 1996 – 2011 are reflected in Table 3.

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, 2013a

The people 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 people with low literacy levels includes both young and old requires some careful thinking in the development of institutions and delivery of programmes so that there is effective provision which takes cognisance of the varied educational needs and learning styles of different age groups being catered for by the sector.

Categories of need that community colleges should cater for, as stipulated in the White Paper for PSET, have been used to determine the quantum of need as follows:

- Completion of school for second chance learners who did not complete schooling. This category includes learners who drop out of school from each matric cohort. Spaull (2015) indicates that the throughput rate of learners from grade 2 to matric from 2010 – 2014 ranged from 34% - 40%. This is based on the enrolment of matric cohorts in Grade 2, and the data indicates that more than 500 000 students dropped out of schools between Grade 2 and their matric year in four of the five years from 2010 – 2014. In 2011, 429 671 learners from that matric cohort had dropped out of school since 2001 when they were in Grade 2.
- 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; over 22.465 million adults over 25 years with only primary education (StatsSA 2016b) and those who dropped out of school mentioned above.
- 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 on other business ventures.
- Developing skills for sustainable livelihoods including entrepreneurship. This category includes over 2.269 million adults over 25 years of age who do not have any formal education (StatsSA 2016a) as well as 26.7% of adults who are unemployed (StatsSA, 2016b). Education and training in this category can also be responsive to national development priorities, for example, land redistribution, small scale fisheries development, and the development and sustainability of cooperatives in different economic sectors.
- Community based needs such as community health care, parenting and childcare, early childhood development, caring for the aged, home based care, and skills for self –employment. In this category of need, other community development government projects like Community Development Workers (CDW) could work collaboratively with community colleges to determine the improvement needs of the communities so that colleges source the relevant

training to meet these needs. Another form of collaboration could take place through the Expanded Public Works Programme (EPWP).

In short, CET should provide access to a significantly large and diverse range of individuals who do not have adequate educational qualifications to improve themselves, either because they never had a chance to acquire an education, have exited the basic schooling system before completing. It must be noted that these programmes are not restricted to only school-level or equivalent. As CET Colleges develop, it is envisaged that they will offer a range of provision, determined by community/local needs and growing capacity. This means that they will start to address the learning needs of large numbers of young people and adults who have matriculated and cannot be absorbed into other parts of the system.

The Plan will need to be cautious about the ability of community colleges to respond to the significant numbers of potential students, particularly given the likely lack of capacity of the CET sector in its developmental stages. It will be useful to examine the programme needs in relation to the specific needs of communities, and therefore it is proposed that some analysis of possible education and training needs at district level, will need to be conducted in the early phase of Plan implementation.

3.1.1 Special needs

An important issue for planning of CET is disability and special needs (including those with learning difficulties). 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 people with disabilities requiring post-school opportunities is not available. What is known is that:

- 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.
- Management of disability in post-school education is fragmented and separate to that of existing transformation and diversity programmes at institutions.
- TVET colleges particularly lack policies and capacity to cater for staff and students with disabilities.
- 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
- 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.

- Within the university sector, there is more funding for resourcing disability units at previously white institutions than historically black institutions (DHET, 2013b).

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 focus on disability in planning institutions and programmes and student support initiatives.

3.2 Sector Challenges

The TT is aware of the challenges that face the sector, although this must not limit the opportunity that the Plan process offers to envision a CET sector for the future. However, these challenges have to be highlighted as risks in the development of the sector and mitigating strategies are needed for these. The intention is to build a new community college sector that includes but goes beyond the offering of mainly adult basic education programmes. Challenges include:

- The enormity of what is needed to transform the sector into a relevant and effective sector cannot be underestimated, as there is currently an annual budget of only about R2 billion from the fiscus available to develop the sector. The adult education budget has previously mostly gone towards personnel, leaving very little for teaching and learning materials. Funding is a constraint for both public and private providers (particularly non-profit providers).
- Current PALCs mostly do not have their own infrastructure, and innovative approaches to the use and sharing of government infrastructure will be necessary.
- The sector has largely utilised underqualified educators in the past as it has been difficult to retain qualified staff due to funding challenges. However, it will be necessary to clearly articulate in the plan what the staffing needs of the developing sector are, and how they can be recruited and retained.
- Articulation has been poor with other sectors, and programmes will need to be designed with articulation possibilities to other post-school institutions in mind, while also remaining responsive to community needs.
- The sector is ill prepared to deal with an influx of younger people who might have a host of social problems and weak educational preparedness. Student support services are therefore a critical part of envisioning a new and effective community college sector.

3.3 Opportunities in the sector

Despite the multiple challenges, the CET sector has plenty of opportunities. These include:

- Despite being mostly weak, the public AETs provide a frame from which to build the CET sector. The administrative hubs that have been established have been driven from the old PALCs structures.
- Many non-profit organisations (NPOs) comprising non-governmental organisations (NGOs), community based organisations (CBOs) and faith based organisations (FBOs) have been active in the AET space. They provide mostly community responsive programmes in the health, youth development, community development, early childhood development sectors and others.
- The Thusong centres were established in 1999 as comprehensive service centres for government and social administrative services, office services, education and skills development services, local economic development services, business services and community opportunities, and information and community activities. In 2015, there were 185 Thusong centers located in various municipalities. The proximity of Thusong centres to communities make them a viable option for CET college satellites, if they have the requisite infrastructure. Some further investigation on the feasibility of Thusong Centres as CET college satellites is still needed.
- Recent research within the DHET has indicated that there are some 3 832 skills development providers (SDPs) providing education and training in the PSET landscape. Some of the SDPs are supported by sector education and training authorities (SETAs) and offer skills programmes, some of them accredited, that could be useful for supporting the community based needs of communities.

A Community college concept has been gazetted and DHET is in the process of establishing this new institution. A governance structure and regional administrative hubs have been established and in the majority of Colleges staff are now being appointed. However, it is clear that more thinking is still needed in the development of an appropriate and relevant institution to respond to the abovementioned issues and concerns adequately, or else this institution will not move away from the current PALC system.

The thinking of the Task Team, in line with the proposals of the White Paper, is that while the CET institutional forms are being developed, the DHET will drive a number of “pilot” projects that will be located in the 9 community colleges currently established. A piloting phase will be driven by a number of partnerships between the DHET, community colleges and partners working in the community education field. The pilots will take place over the period of the first phase of the plan and will be evaluated, to ensure that the future development of the colleges can take account of what is learnt about a range of issues: the value of partnerships; the types of programmes and delivery mechanisms; the institutional forms, the governance of CET Colleges; as well as the sustainability of the piloted institutions when the partners have withdrawn. The piloting phase is critical for the future development of the sector.

4. Rationale for a strong CET sector

The contextual analysis of the educational state of people aged 20 years and older provides a strong rationale for the need for community colleges. Further, South Africa's labour market makes it difficult for first time entrants, particularly school leavers to find employment. The chances of finding work before turning 24 are very slim for about half of the young people in the 18-24 years age group, but this changes as they get older, when their chances improve. The young people in this age group not only face delayed labour market entry, but also lack of opportunities for improving their education and skills when they leave school, as well as opportunities for completing schooling if they dropped out (DHET, 2013c). Using labour force survey data from StatsSA, a Labour Market Intelligence Partnership (LMIP) report (HSRC, 2016) highlights that 60% of employed people are older than 35 years. The report indicates that between 2010 and 2014, the employment share of people over 35 increased slightly by 2% while that of people aged 15 – 34 decreased similarly. More than two thirds of the unemployed are youth (15 – 34 years) and this is a worrying trend. Community colleges could provide education and training opportunities for these young people to prepare them for labour market opportunities.

Expanding the post school system through community colleges is also critical because industrialisation and the knowledge economy are placing high currency on post-secondary education. The Organisation for Economic Cooperation and Development (OECD, 2014) states that in most high-income countries the majority of working people have acquired a post- secondary qualification, which might be a one or two -year qualification after the completion of high school. In South Africa, the combination of a youth bulge over the past 10 years and a lack of employment opportunities for young people has been described as a “demographic time bomb” (Stats SA, 2016b). It is recognised that the structural challenges of education and training have an impact on addressing the challenges young people face in finding work. As the National Development Plan (NDP) notes there are simply not enough public institutions in the post-school sector to provide learning opportunities to the millions of young people who need them. Education is also critical for retention in the labour market. A recent study on labour market dynamics and inequality highlights that education is a strong determinant of job security as people with high education levels have significantly lower job exit rates ((Anand, Kothari, and Kumar, 2016). These findings were based on panel data from the quarterly labour survey first quarter 2008 to third quarter 2014.

Provision of education and training to youth and adults who are currently marginalised by the education system gives them equal opportunity to improved life chances, health, standard of living, and civic engagement. Education is an enabler to equality and social mobility (DHET, 2013c).

The Constitution of the Republic of South Africa, Section 29 guarantees everyone the right to a basic education, including adult basic education, and to further education, “which the state, through reasonable measures, must make progressively available and accessible” (Republic of South Africa, 1996).

As the WP-PSET acknowledges, education for adults has been “marginalised and neglected”. The White Paper recognises the need to significantly expand provision of education and training opportunities for adults and to grow the diversity and improve the quality of the offerings for adults through the community education and training sector, and in particular the new public community colleges.

The growth of a community college sector responds directly to several of the main policy objectives of the White Paper, in particular those that relate to social justice, expanded access to post-school opportunities, improved quality, increased diversity of offerings, and greater responsiveness to citizens, employers and social development.

Community colleges are proposed to fill a significant gap in post-school education provision, providing flexible and diverse formal and non-formal education and training opportunities for adults and youth within a community context. There is a history of innovative adult learning programmes to draw upon, although this sector has struggled for survival in recent years. The existence of adult and youth education and training programmes by various providers is in itself a strong motivation for the need for community colleges. The multiple uncoordinated efforts do not seem to have produced any impactful outcomes for the youth and adults, as youth unemployment is higher than that of people over 35 (HSRC, 2016). This could suggest that the development opportunities provided thus far have been provider driven and not student driven – i.e. education and training are offered because the provider has received funding for it from various sources including SETAs, but the trajectory of that opportunity is not mapped out for the student. Community colleges will be able to provide coherence to the sector by purposefully packaging programmes that enable articulation to other post school opportunities and the world of work. This will reduce adhocism and training for training’s sake, and it will strive to improve outcomes for those who successfully complete meaningful programmes.

Current provision is limited to basic general education programmes for those who have not completed formal schooling.

“Community colleges will build on the current offerings of the PALCs in order to expand vocational and skills-development programmes and non-formal programmes...The community colleges should draw on the strengths of the non-formal sector- particularly its community responsiveness and its focus on citizen and social education – in order to strengthen and expand popular citizen and community education.”

The National Development Plan (2030) recognises the importance of education and training to human development and reducing poverty and inequality:

Education, training and innovation are central to South Africa’s long-term development. They are core elements in eliminating poverty and reducing inequality, and the foundations of an equal society. Education empowers people to define their identity, take control of their lives, raise healthy families,

take part confidently in developing a just society, and play an effective role in the politics and governance of their communities (NDP: 261).

This is an important view of education that prioritises the social benefits of education over the directly economic. It is particularly relevant for the community education sector, which is the critical missing link in public education provision for the most marginalised South Africans. Over time, community education can contribute to both lifelong learning and sustainable livelihoods for human and social development.

The importance of lifelong learning is signalled in the National Development Plan (NDP) and is a critical link to community education and training:

lifelong learning also needs to be promoted to complement further education. All sectors of society need to set up lifelong learning initiatives to ensure that citizens have ample opportunities to develop their skills and gain a deeper understanding of the ever-changing environment in which they live (NDP: 277).

As TVET Colleges focus more directly on workplace-linked training, community colleges will fill the gap of a range of flexible, community-responsive programmes, some of which are workplace linked, but others which provide general education, address direct community skills needs, respond to individuals who wish to re-train or gain new educational experiences, and who wish to take up education and training opportunities that are post-secondary in nature. Given the nature of community colleges as proposed, they have a particularly important role to play in local/community social and economic development, providing support for entrepreneurship and small business development and through these opportunities stimulating local economic development.

The policy rationale for increased provision of post-school education and training opportunities is strongly articulated in both the NDP and the WP-PSET. The growth of this system is not possible without addressing the parts of the education system that have been neglected and poorly prioritised. Community colleges offer the best possible opportunity to adequately address the wide range of education needs of the poorest and most marginalised citizens and communities in South Africa. Public post-school provision must grow to cater for the millions of unemployed and poorly educated adults and youth who cannot qualify for other post-school institutions.

Ultimately community colleges should contribute to addressing poverty and inequality, overcoming the educational legacies of apartheid – the legacy of a weak and unequal schooling system, combined with poor education opportunities for adults and young people out of school.

Quality education is an important right, which plays a vital role in relation to a person's health, quality of life, self-esteem and the ability of citizens to be actively engaged and empowered (NDP: 3)

In weighing up the costs of the development of such an important education sector, consideration needs to be given to whether or not the country can afford NOT to invest

in this area. The MTT CET Report (DHET, 2013c) clearly pronounces: “*The real costs of illiteracy and under-education (in terms of lost productivity, skills shortages, lack of competitiveness and entrepreneurial capabilities) are staggering.*”

5. Key decisions made by the CET TT

5.1 CET Vision

A *working* vision for community education and training has been agreed as follows:

Community Education and Training should open up diverse life-long learning opportunities for individuals and communities within a community context, so that they can improve their quality of life, progress into other post-school institutions, improve chances of finding work, and start and sustain businesses.

This vision will be reviewed as work on defining and setting parameters for the sector is undertaken, and it will only be finalised towards the end of plan development.

5.2 Purpose and Scope of CET

The primary purpose of CET is to offer a range of open access education and training opportunities to adults and youth who are not in education, training or employment, in a community context, including both formal and non-formal opportunities, to meet the learning aspirations of individuals and communities.

The CET sector will build on the current nine community colleges and community learning centres (former PALCs), and other providers are likely to include private providers, skills development providers, NGOs, CBOs, religious organisations, etc. Ideally a range of partnerships will be built into the models for the sector.

The key defining principles and features of the sector are:

- Public community colleges should be open access, to accommodate the aspirations of those who are looking for post school opportunities within a community college context. Open access has several dimensions, including:
 - the physical (locating learning opportunities close to students, so that they can access them);
 - epistemological (allowing access to education and training programmes which cater for a wide variety of educational backgrounds, and are designed for inclusion and success, rather than for limited enrolment or extended periods of learning), and
 - financial (ensuring affordability for the vast majority of students, who will be poor).
- CET should be flexible as community needs and aspirations change and it should be responsive to the particular social and economic environments in which communities are based. There should be some space for the organic development of the sector which will happen differently, depending on the particular context of colleges.

- Community colleges should be dynamic, attractive institutions. While there will be some similarities with aspects of other post-school institutions, the distinctive feature of community colleges is their community location and the need for community responsiveness.
- The diversity of communities will be evident in the diversity of programme offerings and types of institutions, which are likely to range from those with basic forms of infrastructure to high tech institutions.
- The diversity of programme offerings and types of institutions is key to developing an effective sector, as the needs of students and communities are likely to be more diverse than any other part of the PSET system. Colleges will be different as they develop to provide the diversity of programmes, and develop the necessary institutional forms and partnerships to deliver effective offerings.
- Developing CET institutions will include concurrently strengthening the existing provision of adult basic education and training offerings, as well as imagining substantial new types of programmes. Programmes are proposed in three broad areas: general or academic programmes, technical, vocational education and training and entrepreneurship programmes, and community education programmes.
- Delivery modalities should be diverse and fit for purpose, in order to cater for different student needs and learning styles. Consideration will need to be given to how technology can be used to enhance and support the delivery of community education programmes. Effective ICT infrastructure will be critical for the sector.
- Articulation pathways need to be mapped out so that lifelong learning and further education opportunities are created for individuals who complete programmes at CET institutions. Relationships between CET institutions and universities and TVET Colleges will therefore be essential for the growth of the sector and should be actively explored at the outset.
- There should be strong political resolve driving the development of CET so that enough financial resources are deployed for adequate infrastructure, learning and teaching support materials, and a capable staff.
- Given the focus of CET on “community” it will be necessary to explain how community is defined in relation to the colleges. The proposal is for municipal districts to form the basis of the community college home base, which implies a strong linkage between colleges and local government. This therefore means that it will be critical for a range of community interests to be represented in the governance of the colleges, in addition to the necessity for professional skills required for accountable governance.

5.3 Programmes

The TT conducted analysis to determine programmes that already exist that are suitable for CET. Concrete examples of programmes were presented by the Catholic Institute of Education (CIE), which has 25 centres in seven provinces in the country, offering a range of skills programmes, accredited by various SETAs. The CIE also has PALCs offering the General Education and Training Certificate (GETC). Other

providers offering different forms of programmes and services have been highlighted in the contextual section above and it is envisaged that they will contribute to the suite of programmes that will be on offer in CET colleges.

Some conceptual work on programmes was done and presented and discussed at the TT and also presented at a TTOG meeting. There is broad agreement that the following categories of programmes should inform CET programme offerings up to 2030:

1. General or academic programmes – NASCA, General Education Certificate for Adults (GECA)
2. TVET and Entrepreneurship programmes (or skills programmes)– for occupational programmes not being offered in public TVET colleges e.g. arts and design and others, and programmes to enable people to start and sustain businesses. This category will also have employable skills programmes with a high practical component – 80% practical and 20% theory.
3. Community education – range of programmes on community development which would mostly be non-formal. Many of these programmes should be linked to governmental service delivery programmes like Extended Public Works, Agriculture, Community Services, etc.

Another category of programmes, which may cut across the above categories that has been considered is post-secondary programmes. If Community Colleges are to take on a character that separates them from just providing adult basic education (academic) programmes, they need to be responsive to the needs of the many young people who leave school with limited options. There could be a range of programmes offered in the post-secondary area, including para or associate professions. The extent of the demand in this area will also depend on the ability of the TVET Colleges to expand to offer growing numbers of higher certificate programmes in occupational areas and will be dependent on CET Colleges growing the kind of capacity that is responsive to local needs in this area.

It has been agreed for the Plan that no institutional type will be restricted to offering qualifications only below a certain level of the NQF, and CET colleges will have to grow in relation to community demands at different levels. Systems will be put in place, as they are to be established in TVET Colleges, to ensure that certain criteria can be met when new qualifications/programmes are being developed. There will need to be careful consideration of possible overlap with other PSET institutions.

There is a view that Higher Certificate programmes for intermediate professions in the public sector (particularly in health, social services, law, agriculture, education, policing etc.) may be an important focus for the CET Colleges in the future. However, this may need to be tested through research, as the capacity of the public sector to absorb graduates will be critical. The CET sector will benefit from improved demand side skills planning and labour market information. The needs analysis which highlights that there are millions of post matric students who cannot be absorbed into the TVET and university sectors provides a strong rationale for CET, once capacitated to consider offering post-secondary qualifications.

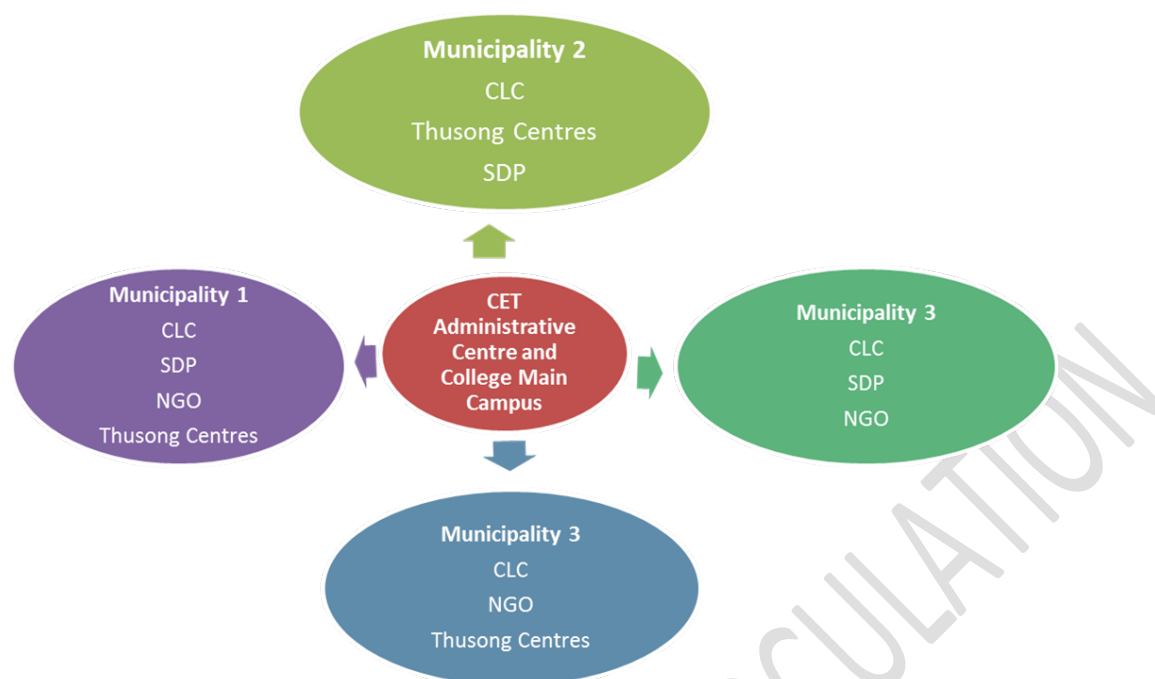
Critically, the TT has cautioned against making the NASCA the anchor programme for the CET sector, as the demand for this programme may be limited in the long term due dedicated efforts by the DBE regarding second chance opportunities to enable non-completers to complete their schooling. If these efforts by DBE are successful, it is likely that more students will be completing secondary education at basic education level and there would be more students seeking post-secondary opportunities. Given this scenario, it may be useful then to make skills programmes the core programmes in community colleges. However, the demand for NASCA currently is likely to be high because of the millions highlighted above who are over 20 years and have not completed secondary school. Discussions are needed with the DBE to establish areas of overlap between the second chance programmes and the NASCA to avoid duplication and wastage.

In conceptualising programmes, articulation pathways need to be mapped out clearly so that students are clear about progression pathways. This is particularly important in the NASCA programme, where students who complete this programme are most likely to be blocked due to the inflexibility of the higher education system to recognise other forms of matric besides the NSC. Some discussion is needed with the HE sector on whether the NASCA allows for articulation into university. There are already articulations challenges in relation to the NSC for adults, which should not be carried over into the NASCA.

5.4 CET College Boundaries

The TT has discussed and agreed on the broad principles for the shape and size of the sector. In line with the White Paper proposal that there be a community college in each district municipality, data was collated from the 2011 Census on the population in each district as well as the unemployment rate of youth. South Africa currently has 44 district municipalities, comprising 226 individual municipalities. If the eight metros are considered as constituting a key area needing a community college, there would be 52 district community colleges in the sector. By planning for a CET sector that is based within district municipalities the colleges will be strongly linked to the local government sector, which will have some responsibility for the CET college system. This has implications for planning and governance. It was suggested that because of the fiscal constraints, it will be necessary to use existing infrastructure and this requires an audit of available buildings and infrastructure. Municipalities are a critical link in the provision of infrastructure. The conceptual work that has been done on building institutions proposes that community colleges should have three tiers: a main campus or head office; learning centres, and satellite campuses. Learning centres could be located in each municipality. Existing infrastructure from other organisations offering education and training would be drawn on to strengthen the delivery model. A possible shape of the colleges is presented in Figure 1.

Figure 1: Possible shape of a community college



The community learning centre would be a core component of each municipality, with other service providers also playing a role to diversify delivery and meet the needs of different people in the community. The DHET would have direct oversight for the administrative centre and community learning centres while SDPs, Thusong Centres, NGOs and CBOs can support colleges' PQM by continuing to offer their programmes on demand by the CET College. The other entities can utilise their own spaces but working closely with the community colleges, in some form of agreed partnership with DHET and the colleges. This proposal is made on the premise that it will be very difficult for community colleges to strengthen and offer quality programmes if they try to offer all programmes themselves as this has huge financial implications for staffing and infrastructure. Further, if programmes are already available it would be wasteful to reinvent the wheel. It is very clear from the above diagram that the make-up of CLCs could be differentiated based on demand and the other providers that can offer needed programmes.

Colleges should be built on the basis of more stable and sustainable formal programmes like academic and some skills programmes, while ad hoc short term and non-formal programmes could be offered by other players in the community, who have already developed their capacity to offer such programmes. The number of CLCs and supporting partners in a district would depend on the size of the district based on the number of local municipalities in that district. Key data on the population size in each of the municipalities and the unemployment rate should also be used to plan the shape and size of the CLCs.

The administrative centres need to be conscious of the following in the operationalisation of the proposed institutional shape:

- As highlighted above, it is useful to understand the geography of the district municipality or metropolitan municipality boundaries to establish the number of learning centres and other partners that are required for building the institution.
- Having established the ideal number of CLCs and partners required for the size of municipalities, deciding how many to start with in each local municipality and mapping out the growth trajectory to achieve the ideal numbers, considering that the enrolment target for 2030 for community colleges is 1 million.
- Some tough decisions have to be made through some rigorous enrolment planning which will establish the targets for age groups and gender. Because of the exponential challenge of NEETs, enrolment planning has to favour people in the 15 – 34 age group so that they can quickly be successfully directed into the formal or informal economy so that they can lead more productive lives and improve the quality of their lives.
- Conducting an audit of already existing PALCs, Non-Profit and NGO provision in the area; skills development provision; number of learners and educators, state of infrastructure etc. is essential so that community colleges are built on a strong evidence base.
- Decisions on where to start will be based on many factors, including viability in terms of number of learners and educators, infrastructure, resources and management capacity.
- Discussions with Municipal Authorities about what the College and especially what their contribution is going to be should happen quite early on in the development of colleges. Where possible, the Administrative Hubs should start a conversation with District / Metropolitan Municipalities about College resourcing.
- Identification of key stakeholders in the locality, especially employers and other institutions of learning and forming a stakeholder body for periodic discussions. This local stakeholder body should later on form a significant part of the College Governance body.
- Establishing a framework for making the TVET colleges and Training Centres into Skills Development Hubs which will be accessed by the CET college for the purpose of skills development of its own students and the Community.
- It is possible that some learning centres will be ready to start before others. The planning that precedes this process will therefore be useful to identify the early starters as well as the support needed for those which need to be developed.

Because of funding constraints, the following proposals have been made to enable innovative thinking about community college development:

- Where possible, the college will have its own purpose-built facilities. However, it is not always going to be possible to do this, and innovative ways must be found to create space where teaching and learning, administration and student support can take place. There must be a physical structure where the college will attend to its main administration and this must belong to the College. The location of the main campus must be decided first with issues of accessibility in mind, even if there are new developments of other learning centres to enable greater accessibility for students.
- In the main, the college, with the assistance of Municipalities, will seek to identify unused or under-utilised buildings which will be refurbished for its use.
- It is ideal that Municipalities support their own Community College, and therefore it will be expected that the Municipalities play a role in the function of College oversight. Although the overall responsibility of CET colleges remain with the National Government, the possibility should be considered that the functions which were carried out at District level for PALCs (and more), should be shifted to the Municipalities, starting with the Metropolitan municipalities through partnerships with the national department and its regional offices.
- Communities will also be expected to acquire skills to build and refurbish buildings as their contribution to the establishment and maintenance of the institution.
- The college will continue to share spaces with other public institutions like schools, TVET colleges and even Universities. TVET colleges and Training centres will also serve as Skills Hubs in the area which will be accessed by the CET colleges. The Thusong Centres, which have adequate space, may also provide space for community colleges. There are other non-profit organisations which may be approached for space sharing, e.g. churches, community halls, etc. These partnerships will be critical to the development of community colleges and some of them will need to be formalised through memoranda of understanding which specify the terms of partnerships.
- Different modalities of partnerships will be explored in the development and strengthening of community colleges. The DHET is developing a broad framework for partnerships which provides guidelines on partnerships that will take place at community college level. The broad principles are that partnerships should be entered into at the discretion of colleges, with legal consequences carefully considered as part of the formalisation of formal partnerships – some partnerships may be informal. Partnerships to pursue should be decided at a strategic level, where partnerships are based on college need and lack of capacity which is clearly motivated in the strategic plan so that any space for manoeuvring in unethical and corrupt partnerships is reduced. Colleges can have explicit criteria that can be used to determine partnerships needed to increase the transparency of the evaluation for partnerships.

- PALCs will be one form of satellites of a Learning Centre and other forms of satellites must be identified and developed in order to provide for the diverse programmes envisaged in the Plan.
- The development and use of technology in teaching and learning will be explored extensively in order to ensure that the unreached communities can be reached.

Because of the limited knowledge about the shape that community colleges will take, the pilot process taking place from 2017 will be critical as different models will be piloted that can be instructive to inform decisions about the institutional model. The CET Branch has approached the National Skills Authority for funding for the pilots and a number of different kinds of partnerships are being explored that will be tested during the piloting. The National Forum for Community Colleges (NFCC), a multi-stakeholder structure of various people with dedicated interest in community colleges, has availed itself to assist in the establishment and management of pilot projects, and to support the DHET and Colleges in the interpretation and translation of Community College policy. The NFCC comprises provincial community college leadership as well as NGOs. The Forum has already engaged national departments and agencies like the Department of Agriculture, Forestry and Fisheries, The Department of Small Business Development, and the Technology Innovation Agency about funding of CET.

5.5 Student support initiatives

Some preliminary discussions were had on student support initiatives. It was agreed that the success of the system depends on student support, and partnerships are essential in this regard given the limited resources in the sector. It is envisaged that a strong link with the Departments of Social Services and Health, as well as other key stakeholders like Setas will be made in this respect. Already, there is evidence that a very high number of PALC students are either a recipient or live in households where there is at least one recipient of Social Grants.

Student support services should be conceptualised using a process approach, where support services are designed to cater for entry into college, time during college, and exit from college. This will enable a holistic plan that ensures greater student success for better social impact. Broadly, community colleges will require the following forms of support during the trajectory of a student's life in order for them to function optimally and increase chances of success:

Stages of a student's life in college	Support services required
Entry into college	• Access and admission diagnostic capability to support admission and placement and to determine the type of academic support that students require. • Career guidance: Each college should have a qualified career guidance practitioner as face to face career advisory would be important for students. Existing

Stages of a student's life in college	Support services required
	career guidance facilities for example the National Youth Development provincial based facilities could be linked with community colleges. Career guidance is important on entry in college to help students choose the appropriate programmes, and it is also important as they study to keep reminding them of possibilities.
Learning in the college	• Academic support services: Because the students coming to community colleges are likely to be under prepared for study, consideration is needed for a foundational programme to develop academic literacy skills to enable students to learn more effectively. Curriculum and learning materials are also important components of academic support. Life skills and work readiness should be integrated into the curriculum. • Pastoral support: Colleges should provide pastoral support to cater for the personal and wellbeing of students. For example, colleges should consider having crèches for young mothers and counselling services for social issues. Youth centres could be linked to community colleges. • Career guidance is also needed to cater for growth in students' aspirations during their time in college. Career guidance would involve exposure to labour market information and assistance with compiling CVs and applying for volunteer work to gain work experience. Students will also need assistance in applying for jobs towards the end of their college year.
Exiting the college	• Employment services which include linking students to employment organisations like Harambee. It is also important for students to be directed to gainful opportunities so that they do not get discouraged if they do not find work quickly. • Tracer system to evaluate the success of the system in getting students into other opportunities. The data would be used to improve the system.

5.6 Governance

Some introductory work on governance was presented at a TT meeting. The discussion highlighted that several issues need to be resolved in relation to current governance structures. These include:

- Determining whether the act is appropriate given the vision and scope proposed for the sector. Suggestions would have to be made about any necessary legislative amendments required.
- Clarification of the powers of council and enhancing them where appropriate through delegation of authority
- Clear demarcation of the managerial prerogative between colleges and the DHET to avoid confusion and duplication.
- Some legislative ambiguities and inconsistencies need to be addressed. For example, the responsibility for developing a strategic plan is given to Council in one piece of legislation, while another leaves it to Management, and a third states that Council will mediate strategic planning with input from various stakeholders.
- Capacity development of college councils and management structures is needed in strategic planning, enterprise risk management, and financial management strategic planning, enterprise risk management, and financial management.
- A distinction is needed between system and institutional governance when conceptualising the operationalisation of governance in the sector.
- In line with the vision and scope of the sector, to have community colleges within communities and to enlist the involvement of local municipalities, some careful thought needs to be put into determining what the role of local government would be in the governance of colleges.

6. Costing Models

The White Paper costing project which has recently been completed has developed a CET costing model which was presented at the fourth TVET TT meeting of 26 May 2016, with joint participation from the CET Task Team. The model proposes that to achieve the policy objective of a strengthened system enrolling 1 million learners, R26 billion will be required. This costing scenario also considers a more diverse programme quality mix, comprising general education programmes, skills programmes and community programmes. It was felt that the assumptions for the model would have to be rethought as the basis for community education and training is set out in greater detail, and this should then be included in the model to obtain a more realistic costing for CET.

However, it must be emphasised that the National Skills Fund was specifically established for the training of the unemployed and therefore it is hoped that a substantial amount of this fund will now be redirected to its intended beneficiaries now that they have an institutional home.

7. Workplan and work still to be done

An overview of the focus areas and work that will constitute chapters for the plan is presented below. The table outlines the work that will be done or has been completed for each focus area.

Focus area and chapter	Work to be done/completed
1. Rationale, context and vision	This chapter maps a broad context of what the landscape has been on adult and youth education and training to provide a context of the system upon which community colleges will develop. The changes to the PALCs set up as a result of the function shift are included. A rationale for why community colleges are needed is stated based on the contextual information. A broad and expansive vision for the sector is articulated, notwithstanding the current challenges including limited funding. This chapter has been completed.
2. Developing the sector	This chapter comprises many sub-sections: • Developing institutions: this section starts thinking about the shape and size of the sector including the number of community colleges and how they will be structured and developed. The work of the pilots will be important to inform a more concrete and evidence based model for community colleges. The work on mapping an institutional shape has been completed. • Developing programmes: The three categories specified in the section on developing programmes is the starting point. Suggestions have been made that 5 case studies should be written up on 5 districts in different provinces and varied geographical locations, exploring population, educational levels, social dynamics, and employment data (this will ultimately be necessary for all districts). This work will lead to proposals for the approach over time, and sets out the proposals for how PQMs will be determined (criteria) and how this process will be implemented: how DHET will inform the colleges re priorities, how local needs will be taken into account and how decisions will be made re PQM per college (including proposed enrolment figures). The work on categories of programmes has been completed but the work on district case studies and PQM is still outstanding and needs to be done.

	• Partnerships and coordination: The work in this area will draw on the work that is already being done in the CET branch on establishing partnerships. The frameworks, principles and systems necessary to ensure workable partnerships for programme delivery will be elaborated. This work has begun and needs to be completed. The work done here will articulate with the framework for partnership that has been developed in the DHET CET Branch. • Developing lecturers: Some work is needed here to outline the staffing frameworks and systems, as well as looking at the nature of staffing necessary for the new system. This work still needs to be done. • ICT infrastructure: A plan has to be developed for developing the necessary ICT infrastructure to support programme delivery in the community college sector. This links to the modes of learning proposed and the types of learning resources necessary, including the use of open learning resources. This work still needs to be done. • Student and community support initiatives: The work here will explore and elaborate on the core support and services necessary to support the adequate development of programme delivery, administration, and an effective education and training system. Issues of disability and special needs; academic support; career guidance; child-care and other services will be explored here and proposals made. Some proposals have been presented to the TT and are under refinement.
3. Funding	This chapter will elaborate on the necessary funding for the sector, outlining the rationale for special grants necessary to establish the system (and run the pilots). Then the section will need to set out the frameworks and principles for funding the system, and outline the necessary funding model and mechanisms. Roles and responsibilities are necessary at different levels of the system, to support the funding framework will be considered. This chapter will be written once all other chapters have been completed. It is anticipated that the assumptions in the White Paper CET costing model will be revised so that a more realistic amount is determined based on what is being proposed for the development and growth of the sector.

4. Governance, management and leadership	The work for this chapter will explore the governance structures necessary for community colleges and what their relationship is to the DHET, to communities, to local government etc. The necessary management structures and how institutional management will work will also be explored. This work has been initiated and discussions have been had. The work is undergoing finalisation.
5. Planning, monitoring and evaluation	A planning and monitoring framework for CET that fits into the PSET system will be developed. This will be done once all the macro parameters have been determined.
6. Structure and functioning of DHET	An OD review of CET branch will be done to determine an adequate staff complement in line with the new institutional forms This will also be done at the end of the planning period.
7. Policy and legislative implications	A formal policy review will be done alongside the development of the other aspects of the Plan. Legislative changes may well be necessary. Some required legislative changes are being noted as they arise in the conduct of other CET work for the plan.

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