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National Plan for the Post-school education and training system, 2018-2030

Draft Zero ***WORK-IN-PROGRESS***: June 2017

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ACRONYMS

A21	Apprenticeship of the 21 st Century
ABET	Adult Basic Education and Training
AET	Adult Education and Training
APP	Annual Performance Plan
ATR	Annual Training Report
CACH	Central Applications Clearing House
CAS	Central Applications Service
CDS	Career Development Services
CET	Community Education and Training
CETAC	Community Education and Training Administrative Centre
CHE	Council on Higher Education
CIBD	Construction Industry Development Board
CLCs	Community Learning Centres
COGTA	Cooperative Governance and Traditional Affairs
COIDA	Compensation for Occupational Diseases and Injuries Act
DHET	Department of Higher Education and Training
DST	Department of Science and Technology
DUT	Durban University of Technology
EACEP	Existing Academics Capacity Enhancement Programme
ECPs	Extended Curriculum Programmes
FET	Further Education and Training
GETCA	General Education and Training Certificate for Adults
GETQSF	General Education and Training Qualifications Sub Framework
GVA	Gross Value Added
HDIs	Historically Disadvantaged Institutions
HEIs	Higher Education Institutions
HELMP	Higher Education Leadership and Management Programme

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HEQC	Higher Education Quality Council
HEQSF	Higher Education Qualifications Sub Framework
HRDC	Human Resource Development Council
IDP	Integrated Development Plans
IPAP	Industrial Policy Action Plan
LRA	Labour Relation Act
LTSM	Learning and Teaching Support Materials
MTEF	Medium-Term Expenditure Framework
MTSF	Medium-Term Strategic Framework
MTT	Ministerial Task Team
NAMB	National Artisan Moderation Body
NASCA	National Senior Certificate for Adults
NCHE	National Commission for Higher Education
NC(V)	National Certificate (Vocational)
NDP	National Development Plan
NEDLAC	National Economic Development and Labour Council
NEETs	Not in Education, Employment or Training
NESP	Nurturing Emerging Scholars Programme
nGAP	New Generation of Academics Programme
NGOs	Non-governmental Organisations
NIBTT	National Institution-building Task Team
NIHSS	National Institute for the Humanities and Social Sciences
NOCs	National Occupational Certificates
NOCC	National Occupational Curriculum Content
NOLS	National Open Learning Platform
NPHE	National Plan for Higher Education
NPOs	Not for Profit Organisations
NPPSET	National Plan for Post School Education and Training
NQF	National Qualifications Framework

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NRF	National Research Foundation
NSA	National Skills Authority
NSC (T)	National Senior Certificate (Technical)
NSDP	National Skills Development Plan
NSDS	National Skills Development Strategy
NSF	National Skills Fund
NSFAS	National Student Financial Aid Scheme
OFO	Organising Framework for Occupations
OQSF	Occupational Qualifications Sub Framework
PALC	Public Adult Learning Centre
PQM	Programme Qualification Mix
PSET	Post School Education and Training
QCs	Quality Councils
QCTO	Quality Council for Trades and Occupations
RDG	Research Development Grant
SAHECEF	South African Higher Education Community Engagement Forum
SAICA	South African Institute of Chartered Accountants
SAIVCET	South African Institute for Vocational and Continuing Education and Training
SAQA	South African Qualifications Authority
SDL	Skills Development Levy
SET	Science, Engineering and Technology
SETA	Sector Education and Training Authorities
SIDPM	Standards for Infrastructure Procurement and Delivery Management
SIPs	Strategic Integrated Projects
SMMEs	Small Medium and Micro Enterprises
SSAU-DP	Supplementary Staff Employment Programme
SSAUF	Staffing South Africa's Universities Framework
SSEP	Supplementary Staff Employment Programme

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SSS	Student Support Services
TDG	Teaching Development Grant
TIA	Technology Innovation Agency
TVET	Technical and Vocational Education and Training
UCDG	University Capacity Development Grant
UCDP	University Capacity Development Programme
UIF	Unemployment Insurance Fund
UNISA	University of South Africa
UoTs	Universities of Technology
USAf	Universities South Africa
WPBL	Workplace Based Learning
WIL	Work Integrated Learning
WSP	Workplace Skills Plan

CHAPTER 1: INTRODUCING THE NATIONAL PLAN FOR POST-SCHOOL EDUCATION AND TRAINING

1.1. RATIONALE FOR THE NATIONAL PLAN FOR PSET

The National Plan for Post-School Education and Training is a **roadmap** for the development and reinvigoration of post-school education and training over the next 12 years, from 2018 - 2030. It draws on the policy goals of the 2013 White Paper for the Post-School Education and Training to provide a framework for the transformation of the whole post-school system. It simplifies, aligns, and clarifies the range of policy documents, plans, and strategies currently in existence that impact on the system. This simplification process is not about reducing the diversity of the system, but rather about making it work better *as a system*, bringing together institutions and traditions with very different histories and investments, and finding ways of making them work together towards common goals. Socially, politically and economically, we cannot afford a disparate system. We also need a combined set of institutions and programmes that make sense to people who will access them, and provide clear pathways to a diversity of outcomes. This is a crucial contribution to achieving social justice and is therefore a national priority.

We need a differentiated set of post-school institutions and opportunities that are able to respond to the needs of a wide range of citizens, for whom post-school education is critical to expand their life options. The post-school system must support people in accessing real opportunities for education and training that are appropriately targeted at their levels of prior educational experience, and offer them solid opportunities for further study and self-advancement, to prepare them for meaningful livelihoods and lives of dignity. The post-school system must serve all South Africans, including those who have been marginalised from real educational opportunities. Our post-school system must contribute to reducing social and economic inequality. This is at the core of the policy proposals of the White Paper.

1.2. OVERALL OBJECTIVES OF THE NATIONAL PLAN FOR POST SCHOOL EDUCATION AND TRAINING

- To develop an integrated post-school system by 2030 that is purposefully differentiated to meet the wide range of education, training, skills development and knowledge demands of the country.
- To provide a diverse range of quality post-school qualifications and programmes that are responsive to the needs of students, society and the world of work.
- To simplify the post-school system (without reducing diversity) so that qualification pathways and articulation possibilities are clear to all that live in South Africa and appropriate opportunities can be accessed by students.
- To build the capacity of post-school institutions to grow, transform and become more sustainable, with a particular focus on the human capacity necessary for teaching, research, support, engagement, management and governance.

- To support systemic initiatives that will result in improved quality of programmes and curricula, excellent teaching and learning and significantly improved student success and throughput.
- To re-design the PSET system to work towards common goals, by aligning the planning and funding and monitoring of the different components of the PSET system.
- To increase collaboration and resource-sharing across the system, while ensuring the development of a diverse set of institutions and qualifications

1.3. FOCUS OF THE PLAN

The five overarching goals of the White Paper—social justice; a single coordinated system; access, quality and diversity; improved links between education and work; and responsiveness—are consistent threads throughout the Plan. The Plan details the constraints and failures of the current system, while acknowledging areas that are working well, and makes proposals to achieve a vision for a more successful and integrated system which is genuinely responsive to the needs of people in South Africa, as well as being responsive to the kinds of skills that are needed for inclusive development.

Of central importance to the Plan is the recognition that we need **more post-school opportunities outside the higher education sub-system**. This does not mean that universities must not grow, develop, improve and expand—universities are vital to society and our post-school system—but it acknowledges that we simply do not have adequate and diverse opportunities for all those who have left school. In a differentiated post-school system, where the needs of the population are diverse, everyone should benefit from meaningful provision across a wide spectrum of offerings. The higher education system will also benefit from more diverse and expanded opportunities, in Technical and Vocational Education and Training (TVET) Colleges and Community Education and Training Colleges, and offered by other skills development and training institutions. One implication here is the need to strengthen and expand offerings at level 5 and 6 on the National Qualifications Framework (NQF). In addition, offerings for adults who have left school without completing, need to be strengthened and expanded. For all these reasons, building the new Community College sector and strengthening the TVET sub-system are crucial priorities.

A key policy shift introduced through the White Paper is the creation of Community Education and Training Colleges, (hereafter Community Colleges) as a new institutional type, based on years of research and proposals for community education in South Africa. The Plan puts in place strategies to build a new sector for a potentially diverse set of students.

Public FET Colleges were renamed as TVET Colleges¹ in the White Paper, to signify that they have a specific focus on providing mid-level programmes that have direct articulation to the world of work (which is defined as including formal employment, self-employment and other forms of work). This guides the nature of the programmes to be offered in TVET colleges and who staffs them, as well as college relationships with formal employers in the public and private sector. It provides a justification for rationalising and re-envisioning the programme landscape of the TVET colleges, to develop a strong and dynamic TVET system, including public and private provision. TVET Colleges will play a central role in the post-school system.

The system also needs to provide better quality opportunities across a wide range of qualifications and institutions. This includes:

- Qualifications and curricula that are fit for purpose, that are responsive to the changing requirements of work and social context and designed for student demand, and can articulate appropriately to meaningful opportunities in employment and further study;
- real opportunities for access to a diverse group of potential students (which incorporates physical access, affordability, and access to resources for learning);
- real opportunities for success, (which incorporates good teaching and support for learning, access to financial and other forms of support); and
- Well-capacitated and sustainable institutions, which means that institutions should have the capacity to grow and develop appropriately and have the „ capacity for teaching, support, management and governance. Sustainability also implies adequate and rational funding that complements fiscal funding and levy grant funding to meet agreed goals.

The relationship between education demand and supply and the labour market is complex and multi-faceted. Proposals are included in the plan to make much better use of labour market and economic data to influence enrolments and successful completions in PSET, and the need to be more responsive to global, national and regional developments that will guide enrolment and support the responsiveness of curricula and qualifications. The Plan moves away from the current focus suggested by the terms scarce and critical skills and proposes that the focus should be on qualifications and programmes in high demand using three dimensions: programmes that are specifically needed for economic growth; programmes that will provide opportunities for employment for large numbers of people; and programmes that support social development priorities.

All of this must be developed bearing in mind who the people are who will access post-schooling. We have to consider what kinds of skills people need to navigate the complex and rapidly-changing world of work over the next period. This has implications for our curricula, programme design, teaching and research, and hence

¹ Section of the FETC Amendment Act of 19 March 2013 as published in Gazette 36271 indicates there are three College types: TVET; CETC, Private Colleges. It may be important for absolute clarity to indicate that in this plan “TVET Colleges” ONLY refers to the 50 public Colleges.

for the design of institutions. We have to build the support systems needed to ensure that students in the PSET system are able to learn, succeed, qualify and move on to decent opportunities. These are central priorities for a people-centred approach through this Plan.

Key to achieving all of this is the integration of the institutions currently understood as being part of ‘the skills system;’- these have typically included private training providers (including “in house training centres” and workplaces that also play the role of providers) and enable workplace-based learning , as well as labour market intermediaries and skills planning institutions - into the functioning of post-school education and training. In line with the White Paper, skills development is not something different from education and training; all PSET institutions are in fact developing different kinds of skills, through a wide range of programmes, and at different levels. Thus private skills development providers and workplace based providers are understood to be an integral part of the respective sectors (CET, TVET and HE) depending on their purpose. Workplace based learning is seen as a critical cross- cutting imperative that supports all sectors. Finally the labour market intermediaries are seen as key institutions to support skills planning and to enable the steering of the system.

This is a significant shift because there have been different institutions and funding mechanisms in operation, as well as different strategies and planning cycles. The integration of the National Skills Development Strategy III and the new National Skills Development Plan into the National Plan for PSET is part of this creation of a common strategy. “Skills planning” is seen as an integrated approach to understanding skills demands of society and the labour market, drawing on information from a wide range of sources, and at the same time planning for enrolments in particular programmes in a more responsive way. By absorbing NSDS III into the NPPSET, and locating NSDP as a distinct chapter of the Plan, we can ensure that there is overall strategic alignment between all PSET sectors, including skills development, and that planning, funding and reporting mechanisms can be meaningfully aligned.

Improving coordination of offerings under the responsibility of the Department of Higher Education and Training and those of the Department of Basic Education and Training is another important emphasis from the White Paper. The Plan therefore provides an opportunity to recognise the relationships of the PSET institutions within the full continuum of education provision, that includes early childhood development, schooling and extends to knowledge production at the highest level. Post-school education, training, and skills development is a critical pillar of this continuum of education from birth to adulthood, including lifelong learning. This has implications for areas where there may be overlap and a need for alignment such as technical and occupational education and training taking place in the schooling system.

Simplifying the National Qualifications Framework (NQF) and improving articulation, two further important policy aims of the White Paper, are both taken forward in this plan by ensuring that institutions in the PSET system have distinct but

complementary purposes as part of a differentiated system. The programmes that they offer are defined by purpose and type. This does not mean that they are limited to narrowly offering programmes at particular levels of the National Qualifications Framework. In particular, level 5 and 6 qualifications (Higher Certificates and Advanced certificates) are likely to be offered at a range of different institutions, depending on their areas of specialisation and the occupational and professional area in which they are operating. Community Colleges will also offer a range of programmes at different levels focusing on community needs.

Another key shift introduced by the White Paper is a simplification of current structures which have created multiple accountabilities, parallel strategies, and a complex reporting environment.

The mandate of the National Skills Authority (NSA) shifts in the Plan, as guided by the White Paper and elaborated in the new National Skills Development Plan, to a more focused role in monitoring and evaluating the skills development levy system, in particular the SETAs. The NSA has traditionally brought together a diverse group of stakeholders in the skills development sector. The Plan ensures that its strategic role does not overlap with that of the Human Resource Development Council (HRDC) by creating a tighter focus and mandate for both structures.

The Human Resource Development Council (HRDC) has a critical role to play in providing a strategic oversight role over the whole education, training and skills development system, including early childhood development and basic education, and must not replicate strategy and planning mechanisms. The primary role of the HRDC is to provide high level political support for the broad goals of the entire education system, guided by the core policies and implementation plans of the different sectors. By bringing together individuals and constituencies with strategic positioning and capability, the HRDC can support the PSET system strategy by unblocking obstacles and supporting the strategic decisions needed to support PSET plans. HRDC strategy will focus on what can be done at national level, across the State, the private sector and a range of constituencies, to strategically support high level implementation priorities. It will not create its own targets, but will focus on facilitating the implementation of cross-system priorities, guided by PSET and education policy.

We require a more nuanced understanding of and approach to **private provision in the PSET system**. Public institutions are vital and justifiably prioritised in this Plan, but State-funded institutions are also reliant on relationships with providers outside the public domain. This is not a monolithic group. It includes private education and training institutions and providers, for-profit and not-for profit providers, in house training centres, State-owned and privately-owned workplaces that contribute to education, training and skills development: in short a range of providers playing different complementary roles. These need to be understood in their diversity and their different abilities to contribute to the overall goals of the PSET system, and the right kinds of support and incentives must be provided to enable their integration where necessary and recognition where applicable. A blanket approach to private provision is not proposed.

Another shift is the establishment currently underway of a range of new interventions that will support integration in the post-school sector. These include the Central Applications Service (CAS), the Career Development Services (CDS), and the South African Institute for Vocational and Continuing Education and Training (SAIVCET), which will provide support for curriculum development and staff professional development in the TVET and CET college systems. There will also be a systemic drive to develop open learning models to support access, success, lifelong learning and cost-effective provision.

The Plan also provides explicit guidance on how collaboration and integration can be achieved to maximise efficiency within the system. Proposals are provided on how institutions in the different sub-systems can work together to ensure that there are clear learning and exit pathways for students from the time they enter a PSET institution to the time they complete.

The Plan creates alignment between new proposals and programmes and interventions that are already being implemented in response to the White Paper. Policy coherence is also established through alignment of White Paper proposals and provisions of other national policies and development strategies.

1.4. WHAT HAS GUIDED THE DEVELOPMENT OF THE PLAN?

The process of developing the Plan has drawn extensively on what we currently know about the post-school system, drawing on research and data available to the system from a wide range of sources. This includes research produced by the HRD Council, the DHET itself, Ministerial Task Teams and research consortia (such as the Education Policy Consortium and the Labour Market Intelligence Project) and a range of other information sources. Although the plan itself will minimise use of in-text references to improve the flow of the document, a list of sources consulted will be included. There are data gaps, and these are highlighted in the Plan, with strategies highlighted to improve our knowledge of the system.

[The Task Team process combining senior DHET officials and sector experts outside the DHET will be described here]

The Plan also starts from a detailed analysis of what the system looks like currently, and what the major challenges are. An overview of the system is therefore provided in the following section.

1.5. THE PSET SYSTEM: REALITIES AND CHALLENGES

[This section will focus on presenting what we know about the PSET system—what the major challenges are and what is working well. It presents some key data that helps to provide a picture of system data that enables us to frame the policy shifts required. The section will discuss history, context, enrolments/access, success, institutional spread, programmes and qualifications, success rates/throughput and pathways, and areas for development. Some of this work is included below; other

parts still have to be written up from research papers produced for the Plan process.
The main argument is:

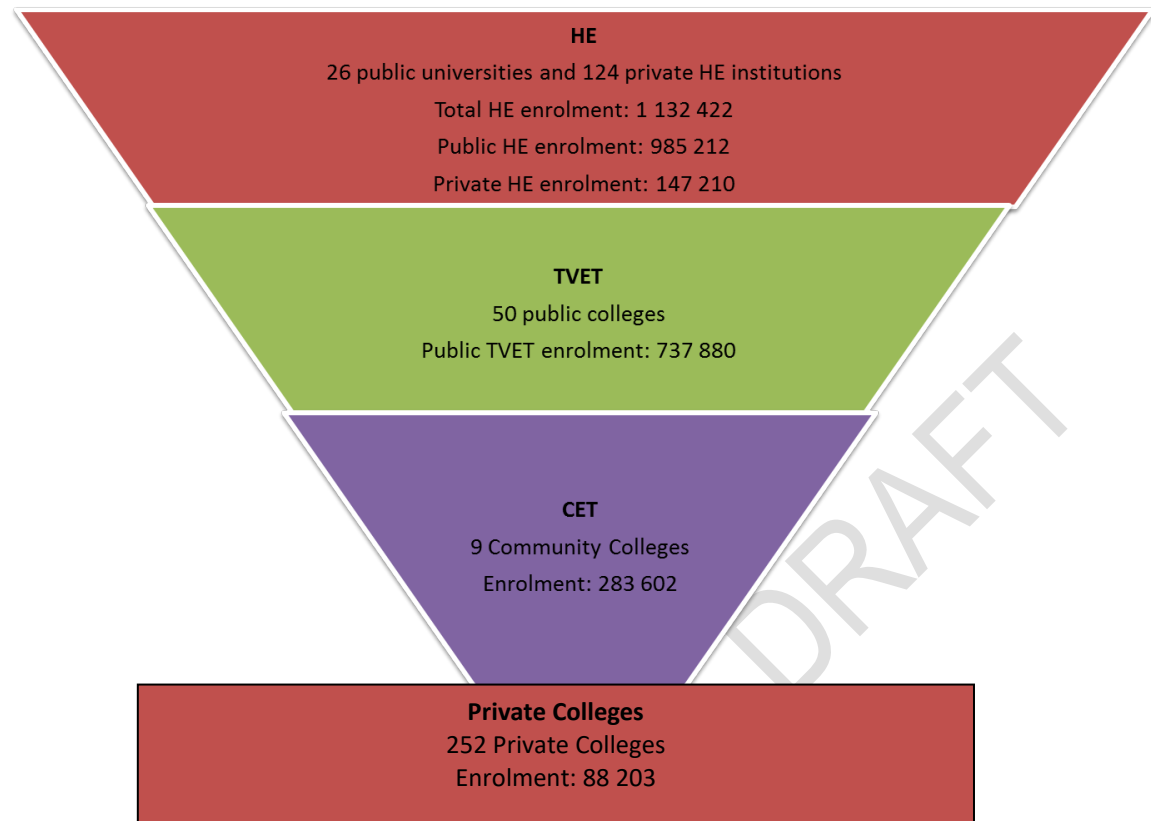
- The system faces huge demand from people and society/economy – but there are simply not enough opportunities available in the current PSET system, particularly given how many people have left school before completing or have poor schooling outcomes.
- The key factors that have led to this situation are the neglect of TVET and AET until recently. Now they have been positioned as central to the system, but policy goals have been pushed without providing adequate resources, planning, systems, support or capacity. That is why the NPPSET is so important, and is also why every single aspect of the plan has resourcing implications.
- We have certainly improved access to post-school opportunities and shifted some of the demographics (though problems remain) but this has mainly been in the higher education sector, and has led to the inverted pyramid. Also, in reality very few of the age cohort make it into university because of weak schooling, poverty etc, so while there is some improvement in access, the participation rates of black and coloured students are far below those of whites and Indians – this is a significant inequality that must shift – and at the same time, given that there are so few people in HE, other alternatives have to be provided.]

Post school education and training provision takes place in private and public higher education institutions (HEIs), technical vocational education and training (TVET) colleges, community colleges, and private colleges and private training providers (for profits and not for profit) (which includes in house training centres and workplaces that are also providers), which encompass both further education and training colleges as well as adult education and training centres. Some of these institutions, as well as others not registered with the DHET offer learning programmes supported by Sector Education and Training Authorities (SETAs).

Enrolment and programmes

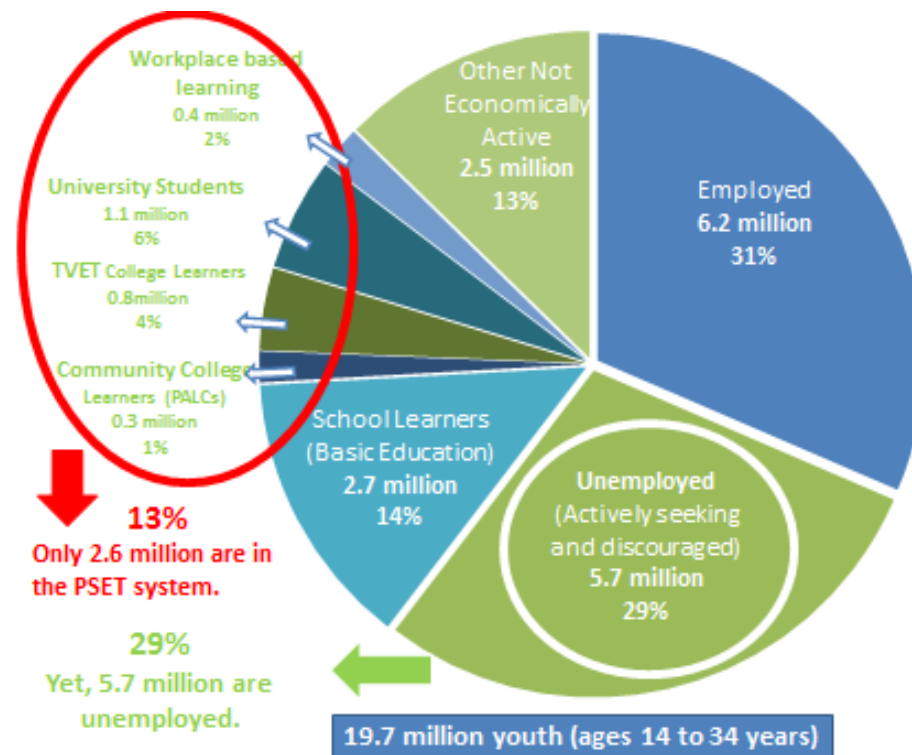
In 2015, there were 461 public and private post school institutions enrolling more than 2.242 million students (DHET, 2017). Figure 1 below provides a snapshot of PSET enrolment at the different types of institutions.

Figure 1: Overview of PSET Enrolment in 2015



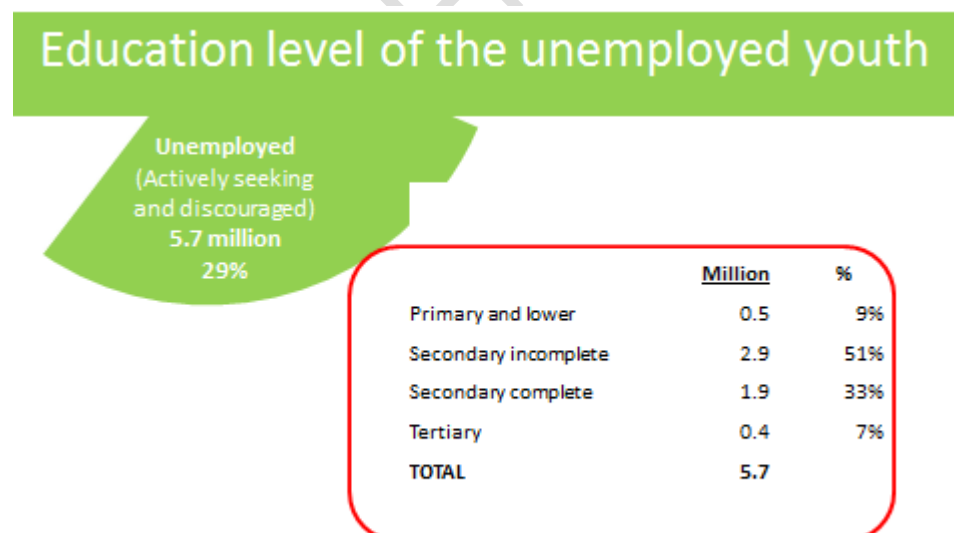
The higher education sub-system sector is the biggest sector currently. It is also the most expensive system to run. Most students aspire to go to university after school, as TVET colleges and Public Adult Learning Centres have not provided alternative attractive options for young people. Statistical data from StatsSA from Q1 2008 – Q1 2015 shows that only 13% of the 19.7 million South African youth were in the PSET system. This is shown in Figure 2 below.

Figure 2: Situational analysis of youth (14 – 34) in 2015



This left 5.7 million youth who were unemployed and not in education or training, a majority of them with primary education and incomplete secondary school as highlighted in figure 3 below.

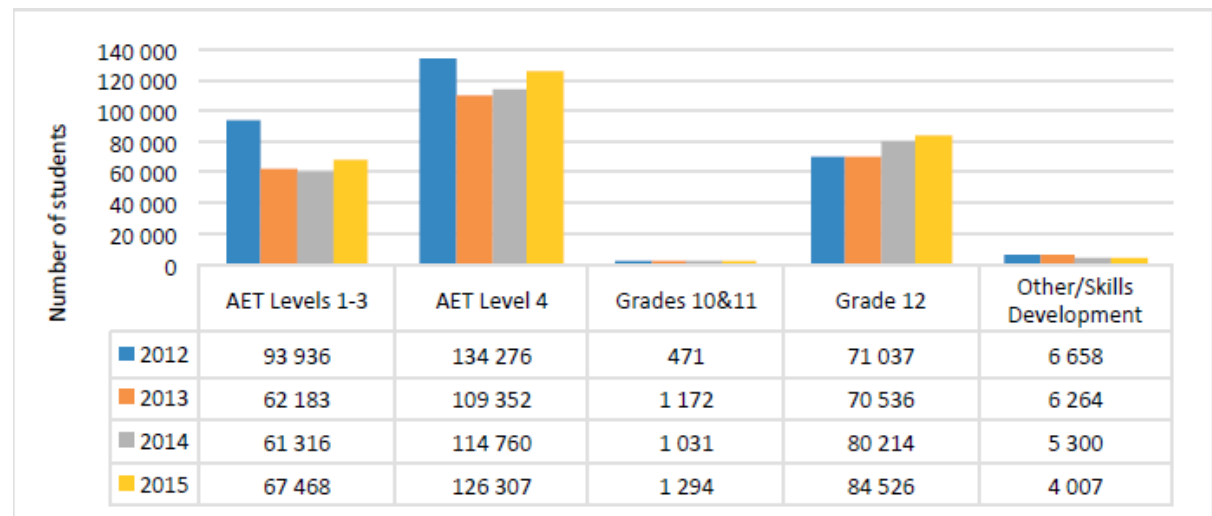
Figure 3: Educational levels of unemployed youth, 2015



This data suggests that 60% of unemployed youth could potentially require education from Community Colleges.

In the Community College sub-system, enrolment has been highest in AET Levels 1 – 4 and Grade 12. Skills development programmes have had the least enrolment.

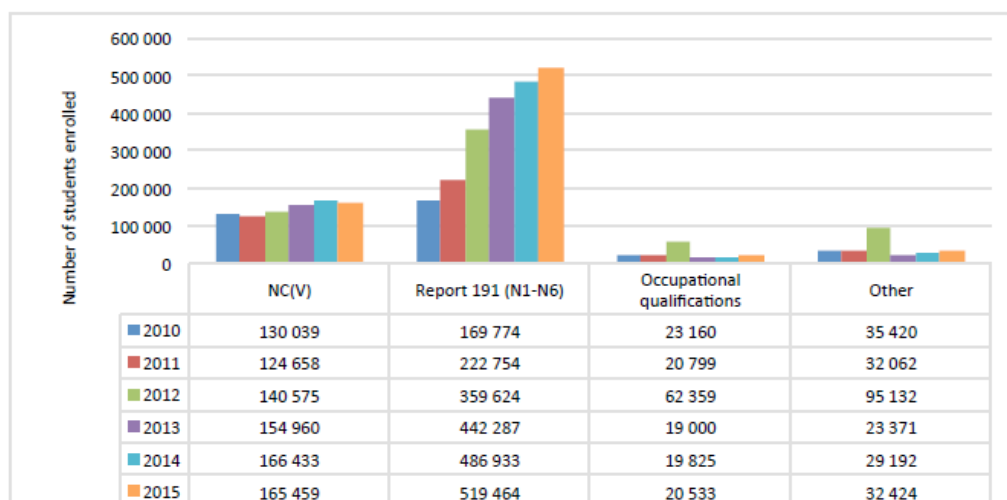
Figure 4: Overview of enrolment in CET colleges by qualification, 2012 - 2015



These enrolment figures are worrying at two levels. Firstly, as already mentioned, over 3 million youth have educational levels below matric. Additionally, there are over 9 million adults between 15 – 64 who are not in education, training and employment whose educational levels are below matric. These figures are significant in comparison to the enrolment in Community Colleges. Further, given that most of the NEETS (people who are not in employment or education or training) are above 24 years in age, the focus should be on enabling them to become as economically active as possible by providing educational opportunities that support labour market access, self-employment and entrepreneurship, particularly skills programmes. The limited enrolment in these programmes suggest that Community College programmes must diversify significantly.

In TVET Colleges, over the past six years, the highest enrolment was in Nated programmes, followed by enrolment in NCV programmes. Occupational qualifications had the lowest levels of enrolment.

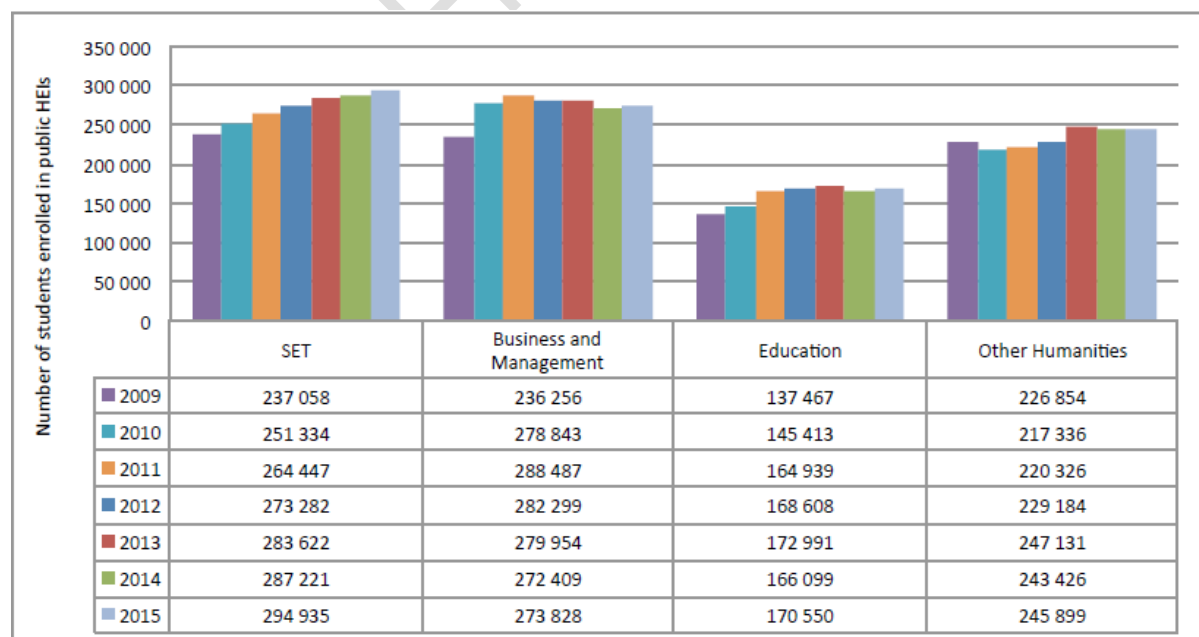
Figure 4: Overview of enrolment in TVET colleges by qualification, 2010 - 2015



These enrolment patterns are of concern as the programmes with the highest enrolment are regarded as largely outdated and unresponsive to industry. These programmes also require workplace based learning and become weak if that component is missing – however currently many students fail to gain workplace based learning through these programmes.

Historically, from 2010 to 2015, in public universities, enrolment in Science, Engineering and Technology as well as Business and Management has surpassed enrolments in Education and other Humanities.

Figure 6: Overview of enrolment in public HEIs by major qualification category, 2009 - 2015

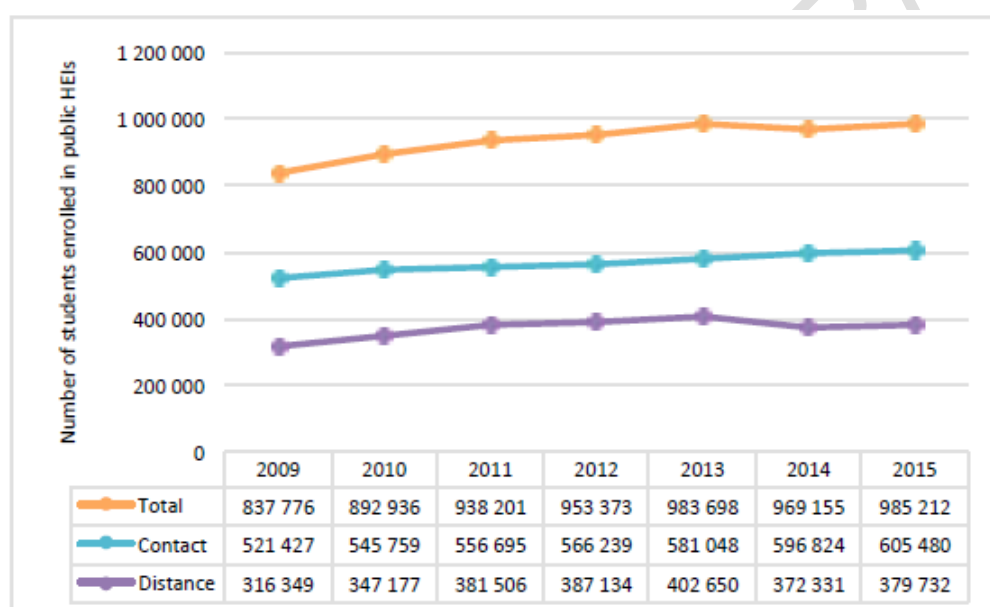


There has been an upward trend in enrolment in SET, Education and other Humanities. Between 2009 and 2015, enrolment in SET increased by 24.4%, in Education there was a 24.1% increase in enrolment, and enrolment in other

Humanities grew by 8.4% in the same period. This is positive as a balance needs to be maintained in all fields of study to meet the skills needs of the country. The figure above highlights enrolment in public universities by major field of study over a seven year period.

In all public PSET institutions, contact provision is the most dominant form of provision. Distance education is most established in the higher education sector, where there is a long history of distance provision predominantly by UNISA. From 2009 to 2015, distance provision constituted more than a third of public university provision, as reflected in Figure 5 below. In 2015, 61.5% (605 480) of students in public universities were studying by contact mode and 38.5% (379 732) were studying by distance mode. In 2015, 11 public universities offer distance learning, and of these, UNISA which only offers distance learning programmes, enrolled 90% of the 379 732 students studying through distance learning.

Figure 5: Overview of university enrolment by contact and distance learning, 2009 - 2015



Source: DHET PSET Statistics, 2015 (DHET, 2017)

Distance education has the potential to expand access. However, the poor success of current distance education models demands that this area is approached with caution. Given current low success rates in formal distance education provision, and a range of weaknesses in delivery, as well as the needs of large numbers of PSET students, planning in this area has to be carefully considered.

The public PSET system has made significant strides in expanding access to post school opportunities. Between 1994 and 2015, headcount enrolments in universities and TVET colleges more than doubled from 495 356 in 1994 to 985 212 in 2015 and 302 550 in 1998 to 737 880 in 2015 respectively. Enrolments in Community Colleges have, however, experienced a decline from 294 566 enrolments at 2 226 ABET institutions in 1999 (DoE, 2001) to 283 602 in 2015 at nine Community Colleges.

Despite the enormous strides in expanding access in TVET colleges and public universities, there is still a huge number of people who are excluded from accessing post school opportunities. It is clear that the demand for PSET far exceeds available places, and there are multiple indications to attest to this:

- As indicated previously, there are millions of people over 20 years of age who have no schooling and have not completed secondary school. This group of people includes the NEETs.
- A third of matriculants who pass and qualify to go to university never access the public university system. Further, a significant number of students access university a year or more after their matric year. Students who pass with a Diploma or Higher Certificate pass also struggle to access places for study as there are limited university opportunities for these levels of study (van Broekhuizen, van der Berg and Hofmeyr (2016)).
- Each year, the pool of students with Diploma and Higher Certificate passes, as well as the pool of students who drop out of school after completing Grade 9, and those who fail matric, constitutes more than 800 000 candidates who could be accessing further learning at TVET or Community Colleges, as highlighted in the table 2 below.

Table 1: Overview of students eligible for TVET colleges

Year	Students from different pathways			Total
	Diploma and Higher Certificate Passes	Those who failed matric	Dropouts in Grade 10	
2011	226 880	147 976	521 251	896 107
2012	241 485	133 323	528 610	903 418
2013	267 848	122 333	532 077	922 258
2014	252 711	128 986	570 635	952 332
2015	289 490	188 711	501 749	979 950

However, enrolment for the N1 and NCV level 2, the highest TVET college enrolments, was under 150 000 in 2015.

Financial aid has been a key mechanism in promoting access to education and training in TVET colleges and public universities. Loan and bursary awards to students at TVET Colleges and public universities increased by 63.6% from R5.7 billion in 2011 to R9.3 billion in 2015. NSFAS bursary and loan recipients increased by 43.6% from 288 898 in 2011 to 414 949 in 2015 (DHET, 2017). However, despite this increase in funding, not all needy students are funded. A major gap is those who have been termed the “missing middle”—those whose family incomes are above the NSFAS income threshold but struggle to get bank loans. A funding mechanism is being explored for this group of students.

Quality and student success

Although there are pockets of excellence from isolated institutions, generally, there are serious quality concerns within the system regarding qualifications and their delivery.

In the Community Colleges, there are concerns about the relevance of the programmes, which have predominantly been replications of school based curricula. The duration of the programmes is also modelled along that of schooling, and this is regarded as a problem especially since some of the people accessing these colleges dropped out of school and may have done so because of the rigors of an academic curriculum. The concern is that an inflexible CET curriculum structured along the lines of that of schools is largely unresponsive and irrelevant for the needs of communities.

TVET programmes have come under scrutiny and there have been reviews of the NCV, which has largely been criticised as unresponsive to the labour market and too difficult for students. Another area of quality concerns within TVET is the weak linkage between colleges and the workplace. The poor appetite of industry to provide workplaces for workplace based learning affects the quality of the programmes and the work readiness of TVET graduates. The White Paper signals that employers have to be involved in programme design to strengthen the relevance of the programmes. Further, given the high unemployment rate in the country especially that of youth, curriculum responsiveness should also mean preparing students for the non-formal labour market and entrepreneurship.

Innovation in teaching is taking place in pockets, with some institutions investing successful in technologies to improve teaching and learning. There is no systemic approach to harnessing technology to improve teaching and learning.

Quality can also be achieved through specialisation and niche offerings. Currently, the PSET system is not diverse enough in a way that results in a differentiated system. In the Community Colleges, programmes offered are similar, limited and unimaginative, and there is no room for college responsiveness. TVET college programme offerings have been driven by funding, so colleges aim to enrol big numbers for funded programmes regardless of where these programmes take the learners. The offerings have also been determined by availability of lecturers to teach the programmes offered, and not by regional responsiveness. In public universities, there has been a tendency towards isomorphism because of mission drift. As a result, we have a PSET system that is not differentiated enough.

Efforts at improving quality in TVET colleges have been driven through the College Turnaround strategy, which directed resources and efforts to address challenges facing the system, using seven pillars to focus the interventions:

- (i) institutional governance and management,
- (ii) financial management, human resource management and other corporate services,
- (iii) curriculum delivery,

- (iv) professional development of academic staff,
- (v) student support services at pre-entry, on programme and exit,
- (vi) infrastructure, facilities and equipment management and
- (vii) partnerships, linkages and relationships.

In the higher education sector, failure and dropout rates are high, although they have improved in recent years. A series of interventions have been implemented to improve and evaluate quality, but there is a long way to go.

Although the system has not been efficient at TVET and university level, there is some notable improvement. The first-year dropout rate in undergraduate programmes is decreasing, and more and more students are able to graduate in regulation time or close to regulation time. However, drop-out rates and throughput rates in the undergraduate distance programmes remain a key area of concern. There is also an improvement in the certificated rates for the NCV and Nated programmes, but much remains to be done.

Although retention is improving and graduation in regulation time is improving, the system can still be more efficient. Efforts to promote success in each sub-system are varied, with the higher education sector investing more systemically in student success initiatives through a range of programmes. Student support initiatives are not systematic in TVET colleges and neither are they effectively funded, though there have been efforts made to bolster these services through the SETAs. There has been no dedicated focus on student support services in the Public Adult Education and Training centres which are the basis for the new Community Colleges. A major reality of improving PSET student success is that until the quality of basic education improves, it will be difficult to address success overnight and a range of strategies are necessary.

A major challenge in the system pertaining to success is the lack of system tracer studies to show student pathways after exiting the system. Tracer studies at system level would provide useful planning data.

The ability of the DHET to analyse cohort data for public universities now means that a more reliable measure of student success is now available, which shifts away from using graduation data in each single year as a measure of success for the university sector.

Although the number of black lecturers in public universities has increased, more still needs to be done to improve equity (both “race” and gender) to build a staff complement that reflects national demographics. Lecturers are integral to improving student success—a significant number of the lecturing staff at universities do not have doctorates and a similarly large number of lecturers in TVET colleges are not qualified to be college lecturers or are academically but not professionally qualified. There is inadequate data available about the qualification levels of Community College lecturers.

Class sizes and lecturer qualifications are two factors for quality determination. Although academic staff numbers have increased both in public universities and

TVET colleges, this has been disproportionate to the increase in student numbers, resulting in high lecturer: student ratios in TVET colleges and public universities. The number of academics in universities without PhDs and the lecturers in TVET colleges who are not academically and professionally qualified is receiving attention. Universities have a high reliance on the use of temporary and foreign staff, whose conditions of service may not necessarily encourage them to invest in their professional development for quality improvement.

The system is still exploring ways of working in an integrated way. One important achievement is the establishment of the Central Applications Clearing House (CACH) to assist people wishing to study at a University or TVET College who either did not apply in time or were not offered a place at their institution of choice. This is the first step in the establishment of a Central Applications Service for PSET institutions.

Collaboration is one of the pillars of an efficient and effective system. The PSET system has not optimally operated as an integrated and coordinated system. Some level of coordination which has worked successfully is partnerships between willing universities and TVET colleges to promote articulation possibilities for students. However, good articulation practice is not yet embedded in the system and can be achieved if Quality Councils work together in the development of programmes, so that articulation is achieved at programme level and students are offered greater flexibility of movement between qualifications and institutions.

Private institutions help towards meeting goals of the PSET system, but to date, the DHET's relationship with private HEI and FET colleges has been predominantly a regulatory one. There are few meaningful ways in which private institutions complement public institutions, although there are examples of *ad hoc* informal institutional partnerships that could be built upon.

[The above section will be refined and shortened driven by a clear set of narratives.]

1.6. STRUCTURE OF THE PLAN AND SUMMARY OF CORE PROPOSALS

The plan is structured in ten chapters, starting with a chapter that deals with key integrating issues and goals for the system as a whole, followed by three chapters on the main sub-systems of provision--Community Colleges, TVET and Higher Education—followed by five chapters dealing with cross-cutting matters for the system. The core proposals from each chapter are outlined in the relevant sections below.

CHAPTER 2: BUILDING AN EXPANDED, EFFECTIVE, PEOPLE-CENTRED AND INTEGRATED POST-SCHOOL SYSTEM

2.1. INTRODUCTION

This chapter deals directly with ways of integrating the post-school system.

It starts with the vision of the kind of system of provision that is envisaged for post-school education and training. It then offers a set of proposals aimed at simplifying the qualifications framework which frames this system of provision, as well as improving articulation across institutions and programmes. This is followed by a set of proposals for improving the interface with the labour market, through the intermediary skills-levy institutions (specifically the SETAs) and the DHET. Finally, it discusses cross-cutting interventions to develop the infrastructure and capacity of our institutions.

2.2. SHAPE AND SIZE OF OUR PSET PROVISION SYSTEM

[This section is incomplete. It aims to describe the overall shape of the post-school system – that is what makes up the PSET system of 2030 and what are the institutional purposes within a differentiated system? It articulates the different purposes of the institutions as well as the overall approach to a more purposefully differentiated system overall. It needs to describe what changes are taking place/will take place as well as what does not change. This includes university types, new CET colleges, new SETA landscape etc. All supporting institutions need to be included in this section and their roles outlined (i.e. the SDL institutions, HRDC, NSA, QCs, SAQA, private institutions, workplaces etc). The growth parameters of the system will be described and explained. This section will outline some key targets, and explanations will be necessary where they differ from WP and NDP. Some key agreements are necessary BEFORE this section is finalised. In addition, the final chapter will have the major system-level targets – which can only be finalised after costing work has been done.]

The White Paper and the National Development Plan (NDP) are aspirational. Policy documents should be, as aspiration is critical to pushing for change and transformation. We need aspirational vision so that we have something to aim for, as we cannot create real change without hoping for something much better.

However, there are some important reasons why growth and development have to be carefully planned while pushing for the aspirational to be achieved. One is that the work done since the release of the White Paper, as well as the very real constraints of the resources available in an economy that is not growing and a society with many competing needs for social investment, has shown that **the growth targets for the PSET system are not attainable by 2030 without significant new investment.**

Arguably equally important, however, is **the current capacity of the system to grow**. Even with substantial new resources being made available (and this Plan argues that without achieving greater resourcing the system cannot grow and develop to meet policy goals) we must be realistic about the human and institutional capacity needed to gear the system up to meet the diverse training needs of more people and to do so more successfully. We need strong, vibrant, and sustainable institutions, well managed and governed and adequately funded to meet expectations, but we also need the lecturers, administrators, researchers and managers that will make these institutions work better, and to improve the chances of success for all students. We must invest in new generations of teachers and scholars to support post-school education and training, and we must support initiatives that will improve teaching, learning, curriculum development, and workplace access.

Taking this into account, the Plan makes arguments for achievable growth. That is, to achieve policy goals over time it will be necessary to grow *within* the limits of the available capacity and resourcing, while setting the system up to accommodate larger enrolments over time. Growth will require both better capacity **and** greater investment.

Enrolment growth will take place in all parts of the PSET system, but growth will be carefully driven through enrolment planning, will be in line with resourcing available, and will be accompanied by adequate growth of appropriately qualified staff in all institutions. Growth will be carefully managed in the first phase of the Plan, given the emphasis on capacity building, improving responsiveness and ensuring student success, but it is envisaged that faster growth will be possible from 2025, as institutional capacity and resourcing can be aligned.

Chapter 1 has highlighted the unquestionable need to provide more opportunities, across the post-school system. The biggest priority here is the community education and training sector, where new Community Colleges **will have to be built and developed**.

TVET Colleges will also need to grow enrolments over time, though there will be a significant focus on improving quality and student success, while introducing new sets of qualifications over time, and ensuring that colleges are not destabilised. Growth in enrolments can be enabled by a range of strategies, including more efficient use of college facilities, and improvements in the time students take to complete.

Over the period to 2030, no new universities will be built. The university system will need to grow, albeit more slowly than proposed in the White Paper and NDP, while continuing to improve on the success of the system.

Growth of physical infrastructure will be carefully controlled and planned within the constraints of the overall PSET budget, to meet overall policy goals, but with a far greater emphasis on resource sharing where institutions are situated in geographical proximity, and intra-institutional collaboration across sub-sectors will be encouraged and incentivised. Across the system there may be some changes to existing campuses and colleges, which may include repurposing of campuses, linked to a

more purposefully differentiated system, and the critical need for resource and infrastructure-sharing initiatives. The category of Higher Education College, now provided for in the Higher Education Act, also offers opportunities for incorporating other State institutions and in particular single-focus institutions (agriculture, nursing, teaching) into the post-school landscape over time.

Where facilities exist outside of public institutions, focused partnerships will also be supported. One area where infrastructure investment will be critical is in ICT infrastructure, and investments will be needed in this area to ensure that all institutions have access to similar levels of bandwidth. There is also a necessary focus in the Plan on maintaining current infrastructure.

Student housing is a possible area of growth, but will be guided by the framework and principles set out in this Plan. Growth of student housing will increasingly take place through partnerships with private organisations, and where public investment in student housing takes place, this will have to be informed by the criteria to be developed for infrastructure planning in the system.

2.3. QUALIFICATIONS, ARTICULATION PATHWAYS, AND QUALITY ASSURANCE

This section focuses on presenting a conceptual/policy overview of the kinds of qualifications and articulation pathways in the PSET system.

The role of the National Qualifications Framework (NQF) and the different Quality Councils (QCs) is outlined, explaining some shifts.

Summary of proposals and action items in this area

- Align nomenclature of occupational qualifications with the rest of the NQF.
- Streamline DBE and DHET offerings so that there is only one national certificate at level 4 with a broadly vocational focus (i.e. that does not prepare for qualification into a specific occupation though it does not preclude distinct fields of study as allowed for in the NCV); and agree who offers this qualification. Ideally this would be offered by technical high schools and some colleges to ensure over-age learners can access it. This is the only change with implications for general and further education and training qualifications.
- For higher education, there are no real changes. Qualifications remain untouched, but the ability of institutions outside of universities to offer higher certificates is formalised.
- The scope of QCs should be determined primarily according to institutional type.

Overview of process to arrive at these recommendations

The White Paper for PSET emphasises the need to simplify the NQF where possible, as well as to improve occupational qualifications. The White Paper also calls for a review of qualifications in the TVET system.

In the National Plan process, this work was mainly done in the TVET Task Team, as this was the area where problems were identified. However, as it is a cross cutting issue, the other task teams were engaged in discussions, as well as key stakeholders. The team engaged in a review and analysis of qualifications, noting research done by the Quality Council for Trades and Occupations (QCTO) and changes currently underway at the QCTO towards simplification, and a range of other initiatives including Level 5 (higher certificate) partnerships between TVET colleges and Universities, the NCV Review, and the 3-stream model implementation at DBE.

Problems identified

The passing of the South African Qualifications Authority (SAQA) Act in 1995 introduced the idea of a single integrated National Qualifications Framework. The original framework was designed with 8 levels divided into 12 learning 'fields'. Structures to design (standards generating bodies) and ratify (national standards bodies) qualifications were created separate from national systems of provision. Many new qualifications and unit standards (part qualifications) were developed, and existing qualifications were redeveloped to meet a required learning outcomes-based format. This led to a data base with hundreds of qualifications all on a single framework.

A review and prolonged policy revision led to a completely different approach to the NQF being introduced in 2008, whereby the NQF was split into three linked frameworks—one for higher education, one for general and further education and training, and one for trades and occupational education and training, as shown in Table 3 below. This emerged from a compromise between the then Departments of Education and Labour, in terms of 'dividing up the pie'. This was done by introducing a distinction between the terms vocational and occupational which has no clear basis and is unworkable in practice.

A Quality Council was designed for each sub-framework: the Higher Education Quality Council (HEQC) for the Higher Education Qualifications Sub-framework; Umalusi for the General Education and Training Qualifications Sub-framework; and the Quality Council for Trades and Occupations (QCTO) for the Occupational Qualifications Sub-Framework.

Table 3: Current configuration of NQF with 3 sub frameworks

NQF Levels	Higher Education Qualifications Sub Framework (HEQSF)	Occupational Qualifications Sub Framework (OQSF)
10	Doctorate	Occupational Certificate 10
9	Masters	Occupational Certificate 9

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8	Honours and Postgraduate	Occupational Certificate 8
7	Bachelor's Degree	Occupational Certificate 7
6	Advanced Certificate/Diploma	Occupational Certificate 6
5	Higher Certificate	Occupational Certificate 5
General Education and Training Qualifications Sub Framework (GETQSF)		
4	National Senior Certificate/ National Senior Certificate Technical/ National Senior Certificate for Adults/NCV	Occupational Certificate 4
		Occupational Certificate 3
		Occupational Certificate 2
1	General Education and Training Certificate	Occupational Certificate 1

What this arrangement solved was the imposition of logic from different sectors to each other, allowing each sector to develop qualifications in ways that made sense for it. Its strength was respecting differences between different sectors.

What it did not assist with, however, is articulation. Its weakness was lack of integration across qualifications.

It also left the QCTO in a difficult position as it had to either develop a completely new set of qualifications or work with the qualifications which had been developed through the standards generating bodies of SAQA. In the main, the system has struggled to find ways of developing appropriate qualifications, and the current models are expensive and complex (this aspect of the problems is further discussed in section 9 below).

The main problems identified are as follows:

- The representation of occupational qualifications on the NQF is not user-friendly to the public, because occupational qualifications are distinguishable only by their NQF Levels, and not by terminology that the public can easily recognise. Unlike Higher Education qualifications, which have qualifications that have terms for each NQF level (such as a diploma, undergraduate degree, Master's Degree and Doctoral Degree), occupational qualifications are all called certificates.
- The NQF is not integrated. Occupational qualifications run in parallel to General, Further and Higher Level qualifications.
- While in principle occupational certificates can go up to level 10 on the NQF, many higher education qualifications, particularly at a post-graduate level, are occupational—directly preparing learners for work in specific occupations. This distinction is therefore confusing.
- There has been very limited success in designing new qualifications for mid-level occupations. Further, there is a need to replace the current NATED qualifications (some of which are very outdated), with new qualifications that better reflect the current context.
- The terms vocational, occupational, and technical are sometimes used interchangeably, and sometimes used to designate systemic differences.

Simplifying and strengthening qualifications

It is in the area of **qualifications aimed at training for mid-level occupations** where substantial changes are proposed. Because of this, many of the changes proposed here are picked up again in the TVET chapter.

The first proposal is that instead of having a separate set of occupational certificates, each called 'certificate', despite being at different levels of the NQF, the occupational certificates should align with terminology used in the rest of the system. This will render the whole system easier to understand. This means:

- 'Certificate' will be the generic term for all qualifications below level 4. There will be two main qualification types at this level: the General Education and Training Certificate and Occupational Certificates. The Occupational Certificates will include the designation of the specialisation in the relevant area of work.
- 'National Certificate' will be the generic term for all qualifications at level 4. The use of the word 'National' for level four certificates was introduced when the National Senior Certificate replaced the Senior Certificate, followed by the development of the National Certificate Vocational and the National Senior Certificate for Adults. Consolidating the use of this term should improve public understanding. There will be four main qualification types at this level: the National Senior Certificate, the National Certificate Vocational (although the future of this qualification is discussed further below), the National Senior Certificate for Adults, and National Occupational Certificates, which will have specialisations in specific areas.
- Higher Certificate will be the generic term for all qualifications at level 5. All will be called Higher Certificates, and as is the practice currently, Higher Certificates will have a designated focus in a vocational/technical field. Some of them will have a stronger focus on bridging into further higher education study, and some will have a stronger focus on preparation for work. A range of them will be offered through TVET colleges, ensuring options for learners who do not qualify for degree level study at universities.
- There are currently two generic terms for qualifications at level 6: Advanced Certificates and Diplomas. They both have specialisations included in their titles. If new certificates at this level are developed under the auspices of the QCTO, to be offered in TVET colleges, they will use these names, and fit the requirements for these qualifications.

The implication of this is a substantial simplification of the qualifications framework, which does not do away with the autonomy of the three QCs over specific sets of qualifications, but which creates a single set of qualification types, as shown in Table 4 below.

All of this would require a change to Notice 1040 of 2012, which determines the sub-frameworks and defines occupational qualifications as being based on workplace based learning and a combination of three types of unit standard.

Some of the National Occupational Certificates will incorporate the NATED programmes. The National Occupational Certificates will be focused on specific occupations, and will include workplace-based training and/or practical training through simulations and other college-based provision. The proportion of workplace-based training and practical training will vary depending on the qualification. These qualifications will be the mainstay of TVET colleges, with clear links to industries and workplaces within each college footprint. Some alignment has been achieved through the emerging Apprenticeship of the 21st Century (A21) processes, and this will be built on.

Building on the current processes in the QCTO, the N 4, 5, and 6 will be incorporated into Higher Certificates at level 5. The N diploma remains a high enrolment qualification, and this process must be done sensitively.

The implication of this is that we would have a single integrated NQF, which is both a move away from the current three sub-framework arrangement, but also substantially different to the original single framework introduced in 1994. This will lay the basis for a simpler approach to articulation. It will also lay the basis for introducing proposals for qualifications and programmes changes in TVET and CET, specific plans for growing level 5 and 6 qualifications, roles and relationships of the QCs and SAQA, development and funding of programmes, legislative changes necessary, and processes necessary for moving from the current situation to 2030 (e.g. the need for a joined-up planning process with DBE, DHET, CHE, QCTO and Umalusi regarding the TVET and CET programmes).

Table 4: Proposed single framework

10	Doctorate
9	Masters
8	Honours Degree/Professional Degree/ Postgraduate Diploma
7	Bachelor Degree/ Advanced Diploma
6	Advanced Certificate/Diploma
5	Higher certificates
4	NSC/NSC Technical/NASCA/ National Occupational Certificate
3	Occupational Certificate
2	Occupational Certificate
1	GETC

This is not such a big change as it looks. Higher education qualifications remain untouched, but the ability of institutions outside of universities to offer higher certificates is formalised. Basic education qualifications are untouched.

The areas which need further direction are national certificates and higher certificates, and these are discussed further below.

Streamlining level four certificates

The problem issue here which remains unresolved by the proposals above is the future of the NCV, which has been the subject of debate and review, and the subject of much criticism, as well as strong support in certain quarters.

The review by Umalusi (currently out for public comment) is positive about the NCV qualification from a substantive point of view, and this is a welcome finding. It must also be acknowledged that there are positive views about the NCV within the public college sector, and there are a substantial number of students currently enrolled in the NCV although there was a decline in enrolments between 2014 and 2015 that may be further evident in 2016 once official statistics are verified.

However, the problem remains that we have two broadly vocational/technical qualifications at level four: the National Senior Certificate (Technical) seems to serve a very similar, if not identical purpose to the NCV. This makes sense to avoid duplication and maximise good practice by taking the best curricula which have been developed for both into a single qualification, and to allow both technical high schools and colleges to offer this qualification, quality assured by Umalusi. This is not only about simplification of the system, but relates to cost and capacity, particularly related to the high costs of assessment and certification. We cannot afford duplication in the system, given how many areas are already under-funded, and we must focus on the greatest possibility for students to qualify successfully.

The proposal is to have only one broadly vocational qualification at level 4, which has areas of specialisation. This would be achieved by rationalising the NCV and NSC (T) qualifications into a single qualification, which could be offered at both schools as well as TVET Colleges (depending on specialisations, some of which could be offered in both kinds of institution, and some in only one), and depending on the age of learners. In other words we would have a single broadly vocational level 4 qualification, accessible to learners under 19 in schools, and over 19 in TVET colleges.

The name of this qualification can be determined at a later date (it seems preferable to retain either of the two current names, but it is also possible that a new name could be developed). This issue requires agreement with DBE, but also requires a detailed rationalisation process to look at the reviewed NCV in relation to the NSC and NSC (T) with careful examination of the full scope of both qualifications. It should also take into account the sectors in which NCV and NSC (T) graduates are finding employment. An important part of the review will also be to examine carefully the fields in which the NCV is offered, as it is a qualification with many options. Each field should be examined on its own merits.

In the longer-term it is likely that as TVET colleges increasingly offer occupational qualifications and Higher Certificates that the merged NCV/NSCT qualification would primarily be offered in schools, although this will not be possible for all specialisations, as some require specific equipment.

This discussion will be part of the detailed process that needs to take place between the DBE and the DHET. A Task Team has already been established to look at this whole area.

Some of the curricula for the current NCV could also be incorporated into the National Occupational Certificates, and, according to the findings of the recent

review, some of the more challenging curricula can even be incorporated into Higher Certificates.

Opening up higher certificates

The issue here is less complex, and is mainly about which institutions should offer which certificates. There has in the past been some dispute about this. Now there seems to be agreement that both TVET colleges, Universities, Higher Education Colleges and Community Colleges should be allowed to offer higher certificates, with some of these qualifications focused primarily at bridging learners into university study, and others focused on preparation for the world of work, but all of them called Higher Certificates, and all of them containing a vocational/occupational focus. Quality assurance arrangements are discussed below.

However, this means that agreement needs to be reached between the QCTO and the CHE/HEQC on the structure and composition of higher certificates, as well as, later, advanced certificates and diplomas, as the current level 5, 6, and 7 occupational qualifications may not meet the current requirements. If this cannot be achieved, another option is to have a different set of higher certificates called Higher Occupational Certificates, and similarly with Advanced Certificates and Diplomas. This is not ideal, however, given that these qualifications are all aimed at preparation for work, and we are trying to achieve simplification.

Articulation

These proposals would strengthen possibilities for articulation, although obviously there will always be limitations based on the specifics of specialisations.

SAQA should set up a unit or desk specifically to handle queries or complaints about problems with articulation, so that learners can have somewhere to turn to when they feel they have been unfairly denied access to a programme which their qualification suggests they should be well equipped to enter. SAQA would then report to the institution concerns on its findings in this regard, and advise whether they should rethink their decision or not.

Institutions and qualifications

The logic of the above proposals in terms of institutions is the following:

- Public and private universities will offer qualifications from levels 5 and above, but in the long term will probably de-emphasise qualifications at level 5 (which has been happening to some extent already).
- Public and private Higher education colleges, as they are already doing, will offer qualifications primarily from levels 5-7—higher certificates, advanced certificates, and diplomas.
- TVET colleges and private providers will offer Occupational Certificates, National Occupational Certificates, the NCV/National Senior Certificate (Technical), and Higher Certificates. In the long term, they should move to offering Advanced Certificates and Diplomas.

- Community colleges will offer a variety of qualifications (as well as non-certified education and training programmes), ranging from the General Education and Training Certificate, the National Senior Certificate for Adults, the National Occupational Certificates, and Higher Certificates.

TVET colleges and Community Colleges will both also offer foundational learning programmes which are not associated with a level on the NQF but are flexible programmes designed to accommodate the different entry levels and educational background of students in both institutions, and provide these students with the necessary foundational knowledge for a range of college-based programmes. Thus, depending on an initial assessment, some students may receive foundational knowledge that includes maths, science and English. In addition, *all* students will receive non-cognitive skills development at relevant points in their programme: for example, time management and planning when they enter, IT skills and communication during the programme, and work-readiness prior to accessing the economy. It will also be important for the PSET system and the PSET plan to continuously consider the skill needs of the emerging fourth industrial revolution and the impact that will have on the world of workplace based learning over the period of time leading up to 2030.

The scope of the QCs

The White Paper is clear that the three QCs should remain. The simplified approach to qualifications makes qualification type a weaker tool for demarcation than it was before. This Plan proposes that their scope should be demarcated by sets of institutions that they primarily focus on. Some mechanisms for dealing with inevitable overlaps between QCs are also proposed. This means:

- The QCTO will be responsible for TVET and Community Colleges as well as a range of private providers offering mid-level technical and vocational qualifications or adult education qualifications.
- Umalusi will be responsible for public and private schools. It would also be responsible for the National Senior Certificate for Adults, offered through Community Colleges, and the general vocational qualifications being rationalised (NCV and NSC Technical), it would quality assure this along with the NSC offerings through schools.
- The HEQC will be responsible for universities, higher education colleges, and private higher education providers.

The White Paper highlights the complexity with respect to the manner in which quality assurance functions are implemented in this sector and argues that the system needs to be streamlined and simplified. The Plan proposes that SETAs should only undertake quality assurance of workplace based learning.

This requires that the functions carried by the SETA ETQAs (Information on Education and Training Quality Assurance) are effectively integrated into the QCTO (Quality Council for Trades and Occupations) as initially anticipated. This will both refine the role of the SETAs and reduce the quality assurance complexity for

providers who will only be required to engage with one Quality Council. It is recognised that during the transition process certain SETAs might have to fulfill a limited delegated quality assurance function, but this should be phased out as the QCTO takes on these responsibilities. The SETAs will continue to support the workplace based learning quality assurance process, but in a considerably simplified form and not subject to the same conditions as an accreditation system.

There are several costing implications in this. These will be reviewed in the budget of the QCTO and be re-allocated to address this additional cost. SETAs may also support programmes against qualifications that are quality assured by other quality councils and allocation of funding to allow for this will be accommodated within this framework.

With regards to the proposals for qualifications made above: if the NCV and NSC Technical are blended, Umalusi would quality assure the new qualification, whether it is offered in colleges or in schools or both. There will also inevitably be overlap with the Higher Certificates.

There also seems to be agreement that some higher certificates would be quality assured through the HEQC, and some by the QCTO, in cooperation with the HEQC. This arrangement formalises what already exists in practice to some extent—that level 5 qualifications are not the preserve of universities.

There are three different ways in which this could happen.

One is through Memoranda of Agreement between universities and colleges. The QCTO would be the primary quality assurer of the college, but would grant it an extension of scope. The university would then be responsible for assessment and certification of learners.

A second is that colleges apply directly to the HEQC for permission to offer certain higher certificates, and offer them as quality assured by the HEQC.

The third is that the QCTO gradually takes over the quality assurance of all higher certificates, including those offered by universities and by colleges.

In the long term arrangements for advanced certificates and diplomas may also need to be reconsidered.

Thinking through the costing of the QCTO responsibilities raises the issue of the funding of all QCs which needs to be better informed by their key responsibilities. A stable funding stream needs to be in place for all QCs. This implies that the current funding for the QCTO through the skills development levy may need to be reviewed.

The design and development of occupational certificates

[The section below has integrated proposals from the TVET Task Team from the proposals in the NSDP currently under consultation in NEDLAC. More work needs to be done to remove some repetition and ensure smooth flow.]

A key problem identified above is that our current systems for designing qualifications, and the current ways in which relationships between qualifications and occupations are understood, do not seem to be working well. This area is therefore discussed in more detail below, in terms of the following aspects:

- the design features of occupational qualifications (what should qualifications look like, what constitutes the kinds of documentation that is required);
- the systems for designing, assessing, quality assuring, and awarding them (who should do each of these things and how?);
- processes to move the system from where it is now to where we want to be in 2030.

One key problem is the idea of a one-on-one correspondence between qualifications and occupations. One is that the Organising Framework for Occupations (OFO) is used as the basis for qualification development, but the level of the OFO that is utilised to support this design process is too detailed—many ‘occupations’ are really jobs. So qualifications are fragmented and too narrow. Qualifications need to be broad and accommodate what is oft-termed a family of occupations such that more aggregation is needed.

Another key problem is lack of coherence and national direction about priorities for qualification development. The current model is driven by sponsors of qualifications, which means we are likely to get qualifications favoured by certain interest groups that have access to funding. It allows a proliferation of interest groups, particularly interest groups that have access to funding, with a proliferation of qualifications, and lacks national coherence.

An additional problem is that the current models are significantly based on contracting work out, rather than on building institutional capacity or institutional memory. Current models are expensive and complex.

Some steps have been taken by the QCTO to improve these systems, and these changes must be built on.

This plan therefore proposes the following:

Understanding demand

DHET is creating the capacity for the analysis of development plans and labour market information. The analysis will result in an evidence based understanding of skills and occupation requirements to support economic and social development priorities. This will inform a systemic response through SETAs, and engaging with workplaces to determine key trends and establish priority occupations.

DHET will undertake specific interventions to support the development of required capacity to determine occupational demand (occupational priorities).

DHET will continue to work in partnership with the higher education and research institutions. It is anticipated that this will contribute to building the capacity of the unit focused on labour market analysis to:

- analyse the data that SETAs gather from the workplace (against the single template as outlined above) to understand the existing skills in the labour market, training taking place and the demand for occupational qualifications (and part qualifications) nationally and within sectors. This rests on the assumption that the data is credible, which will be reflected in a streamlined planning and reporting process; and
- consider the skills priorities emanating from government departments' development plans.

DHET will support and guide SETAs to use the analysis to encourage an employer and labour voice. This will serve to verify occupations—across various groups (managers, professionals, service and clerical workers, artisans, plant and machinery operators and elementary workers), that are in demand.

DHET will engage with the quality councils to ensure that qualifications and related curricula are in place to meet the occupations in high demand. DHET, through the institutions it has established, will retain the responsibility for detailed learning programmes and materials for different sub-systems and across public and private providers.

Within the context of the PSET planning framework, the DHET Skills Branch will communicate with the Community Education and Training, Technical and Vocational Education and Training, and Higher Education Branches about this demand analysis and ways this informs in the enrolment planning process within the institution. This will be coupled with resources to support the improvement of the throughput and quality of these programmes. This could include incentives for materials, lecturer development, and incentives for students.

SETAs will participate in such discussions so as to encourage partnerships between institutions and workplaces and where relevant across public and private providers. This in turn will support the planning processes undertaken by the SETAs with workplaces linked to occupational learning programmes and workplace-based learning opportunities.

Planning the development of occupational qualifications

The Skills Planning Unit in the DHET should maintain and improve the list of qualifications in high demand (including scarce skills, qualifications where there are large employment opportunities and those that support social development priorities) on an annual basis, and supplement it by suggesting additional occupational areas which may be important (to ensure we don't forget niche qualifications which may not be economy-wide priorities but which do have employment trajectories for graduates). This list will be the ONLY Ministerially approved list for TVET qualifications development. However, the QCTO and DHET will be responsive to groups which advocate for the development of new qualifications.

The next step will be to determine which qualifications are actually 'active'. This requires some focused research in the short term, and ongoing monitoring and research in the long term. This should be done by DHET, in collaboration with QCTO,

and supported by key organisations working in this area. It should not be too difficult to establish whether these occupations have become obsolete or have been absorbed into other occupations and thus need to be deregistered for training purposes.

This could result in a list of reduced and focused occupational training courses that would serve the current and future needs of both industry and school-leavers. Wherever possible occupations should be aggregated, to ensure that offerings are broad rather than narrow.

The DHET and QCTO should develop a list of TVET qualifications which should be prioritised for development or consolidation immediately, and which should be prioritised in terms of programme offerings in the next 5 to 10 years.

The development of qualifications

The QCTO will develop qualifications and part qualifications for occupations based on the Ministerial approved annual Occupations in High Demand list. Where the QCTO identifies the need for additional qualifications, agreement must be reached with the DHET planning branch that the identified qualifications should be developed. The QCTO should work with the DHET skills planning unit which can promote the collection of data about occupations, which can then inform qualification development, and ensure better decisions about type, scope, and contents of occupational qualifications.

The QCTO should drive and manage the process of developing qualifications. QCTO must have expertise internally in driving the areas at the level of occupational families. It should have permanent staff with expertise in occupational families to replace the Development Quality Partner model. As recommended by a recent evaluation of the QCTO processes conducted by the GIZ, this could be started through establishing 4 or 5 units for the huge occupational clusters such as engineering and technology; business administration and services; health and social care and other clusters. Each unit needs a least three field-experts who will be actively involved in the development process. External expertise should be occasionally sought, not built into the process. QCTO staff should lead the process of scoping qualifications, in consultation with experts. This should be presented to interested parties (employers and educators) in a more explicit role for stakeholders.

The urgent short-term task for the QCTO is to appoint specialised staff and to get one team to do all aspects of qualification design. Once this has been done, priority qualifications must be identified. There are a number of curriculum development initiatives underway, at colleges, through private providers, and through DHET, and these should be consolidated.

The QCTO must work with the SAIVCET Unit within the DHET who could assist at the level of curriculum and assessment specifications, as well as with the National Artisan Moderation Body (NAMB) with regard to the curriculum and assessment of artisan qualifications in particular. This work is already underway through pilot processes linked to the development of A21s and accompanying National Occupational Curriculum Content (NOCCs) for thirteen priority artisan trades linked

to the Centres of Specialisation Project under the auspices of the SIPs skills planning unit in the DHET.

Finally, the occupational certificates look very different to the National Certificate Vocational in terms of the kinds of specifications that are made. As the occupational certificates are to be the mainstay of the TVET colleges (though not offered exclusively by them as private providers will continue to offer these), the specifications—rules of combination, as well as what is specified and how—needs to also speak the language of DHET and TVET colleges. This will require intensive engagement between QCTO and the DHET TVET branch in terms of what *should* and *should not* be specified in qualification documentation in order to support the delivery of occupational certificates in public institutions.

The broad guidelines for these discussions are:

- We need detailed qualification documentation including curriculum (not just learning outcomes but actual syllabi such specified in the NOCC for A21s), assessment specifications (for national assessment), and national certification systems.
- We should have between 200 – 300 TVET qualifications.
- We need qualifications organised in occupational families/groups.
- We need to define the occupational qualifications at the lower levels considering pathways to preparation for occupations in a broad sense (not jobs).
- We must obviously start from the qualifications which exist.

The following areas require urgent decision making for the short to medium term:

- What should be decided nationally and provincially, and by whom, and why with respect to curriculum specifications? Clearly where there are national license to practice requirements these are set nationally, and have an impact on curricula.
- How the OFO should relate to qualification design. This must be based on the recognition that that there are problems with all mechanisms for classifying occupations, and that, as specified above, we want between 200 and 300 occupational families, not one qualification for each occupation listed on the OFO. The level of the OFO currently used to support qualification development is far too detailed for training purposes.
- Who should conduct it and on what basis? This need not be a one-size-fits-all for all occupational qualifications.
- Who should issue certificates and on what basis? Again, variance could exist across the system.
- How we ensure pathways between lower-level and higher-level qualifications in the same fields.

Employer involvement

South Africa (and many other countries) have a very poor track record of involving employers and those active in industry in developing qualifications and curricula.

We need to find models and approaches for consulting with employers without expecting them to be part of time-consuming qualification and curriculum design processes. We need to carefully identify the key moments of consultation, and not try to drag them into everything. At present there are three different and separate points of interaction with employers that often include exactly the same subject matter experts:

- The QCTO process of qualification, curriculum and assessment specification development; and
- The Assessment Quality Partner (AQP) process for developing external integrated summative assessments (trade test for trades) and recognition of prior learning toolkits; and
- The SIVCET process for developing detailed NOCCs and A21s.

The above three process should be merged wherever possible to save time and reduce costs.

We need to carefully monitor the new requirements to build workplace based learning into qualifications to make sure it is not preventing people from getting qualifications (note this is addressed as a specific section in this plan). SETAs will also play a greater role in improving rates of workplace **based learning**.

Crucial to occupational and professional qualifications is inter-face with the labour market. The SETAs are the vehicle for achieving this. The following section therefore discusses how these institutions will be strengthened, weaknesses addressed, and integration with the providing institutions of the PSET system will be achieved.

2.4. IMPROVING THE LABOUR MARKET INTERFACE: THE SKILLS DEVELOPMENT LEVY INSTITUTIONS

[Note that the proposals below come from the draft NSDP which is currently under consultation at NEDLAC, and may need to be changed depending on the outcomes of these consultations.]

The skills development levy institutions will support the post-school education and training system as intermediary bodies between the workplace and education and training institutions, and address occupational demand to enable economic growth, employment creation and social development. This section sets out the role of the SDL institutions and their primary functions going forward. It also considers the role that other stakeholders will play to enable the effective implementation of this plan and the realisation of the intended objectives and vision.

The NSDS III has been extended to 2020. The White Paper highlights the need to build on the important policy shifts that were introduced in NSDS III, these include:

providing greater levels of access to education and training in rural areas; increasing collaboration between the skills system, government and industry; driving skills development primarily through the public education system, and in particular through universities and TVET

colleges; and focusing less on numerical targets and more on outcomes and impact.

It specifically emphasises the need to address those challenges that have emerged from NSDS III, including Work placement difficulties for graduates, and limited practical workplace experience. Workplace based learning must be an integral part of qualification and programme design. PSET institutions must be strengthened, and changed where appropriate.

This section of the Plan therefore provides proposals for the DHET to ensure that the SDL institutions:

- contribute to the vision of the White Paper and in so doing support the work of the DHET in a manner that is consistent with the intentions of the SDA;
- guide the disbursement of the levy grant money; **and**
- indicate how the DHET will work with social partners.

The changes proposed focus on the ways in which the levy grant institutions and social partners will meet the objectives of the Skills Development Act within the context of the White Paper on the Post-School System. The original purpose of the Act will be retained, which is:

to provide an institutional framework to devise and implement national, sector and workplace strategies to develop and improve the skills of the South African workforce.

The Skills Development Levy (SDL) will also continue to be used for this objective. It is anticipated that once these proposals have been accepted there may be a need for statutory amendments to be made with respect to a number of the regulations. Changes will be introduced in a phased approach as systems and capacity is developed.

Aim of the Skills Development Levy Institutions: giving expression to an integrated system

The SDL institutions will support the imperative for skills development for those already in employment, those who are unemployed as well as those who are pre-employed (students).

The SDL institutions will facilitate access to all relevant qualifications (and part qualifications) on the National Qualifications Framework (NQF) across three quality councils ensuring that these are consistent with the imperatives of growth, employment creation and social development.

Funding from the fiscus will provide the base-funding for institutions seamlessly, complemented by levy-grant funding thereby ensuring learners are funded from the start of an occupational qualification until completion at the end of the workplace based component. This will allow moving away from current system of institutional funding and certification separate and distinct from workplace based learning and

certification. This must apply to all occupations whether delivered at a TVET, CET or HEI. It will also result in removal of ad-hoc projects and contribute to the medium to long term imperatives and stability of the system with a particular focus on quality provision and workplace-based learning.

Future establishment of SETAs

SETAs have a continued role to play within the post-schooling landscape as intermediary bodies between demand and supply. The SETAs will be maintained and re-positioned as statutory bodies, no longer with a limited life span. However their scope will be reduced so that their primary focus is on supporting skills planning through engagement with industry, ensuring that funding is allocated to support provision against demand and enabling access to workplace based learning (discussed in more detail below). SETAs will be subject to rigorous performance reviews on an annual basis. Mechanisms will be established should a SETA fail to fulfil its mandate. Where the review finds evidence of non-performance this will result in the de-establishment of the SETA.

It is anticipated that all 21 institutions will continue to operate as per existing arrangements. There may, however, be a few changes based on the revision of SIC codes (Standard and Industrial Classification of all Economic Activities) to ensure that the SETAs are consistent with these SIC amendments. There may also be other circumstances that require changes, although this is not anticipated at present.

SETAs will cut costs by sharing resources and establishing a system of shared services. Areas to be shared include IT, human resources and regional offices to ensure a more efficient use of resources. It is anticipated that with the introduction of these shared services it will be possible to reduce the administrative costs of the SETAs. These funds could be re-allocated to support improved quality assurance arrangements.

Within this context DHET will:

- Provide detailed guidelines about shared services and how to appoint a service provider.
- Outline the provisions that guide the appointment and remuneration of SETA staff in accordance with government remuneration policies.

A standardised system will be developed that includes the possibility of a central application system for all service providers, workplaces and providers (public and private) to apply for funding, thus promoting priority programmes aligned to supporting economic growth, employment creation and social development.

Funding Allocation

Any changes that are made will be consistent with the initial purpose of the skills development levy.

Changes will only be designed to increase efficiency and effectiveness of the use of the levy to meet the demand for skills in the economy and to support growth in terms of access whilst maintaining a focus on quality to improve throughput.

Allocations will be undertaken in a manner that is consistent with the principles outlined and ensure a strong sense of accountability. Stakeholders will be involved at all levels.

20% of the levy paid in the sector will continue to be paid to employers through the mandatory grant process. This will be allocated in a manner that ensures the collection of reliable and credible data that is most relevant for skills planning and evaluation. The current templates are considered too complex to complete and the emphasis on plans and reports against these result in incomplete (not all training is reported only the training that was in the plans) and unreliable data and are therefore under review.

A maximum of 10% of the levy paid by the sector will be allocated to support the administrative functions of the SETA. This will provide for the SETA's organisational stability to perform its roles. A percentage of this amount will be used to support the shared services once they are established. Further as the shared services results in cost saving, monies saved can support other priorities such as the QCTO (see below).

0,5% of the levy will be allocated by the SETAs to QCTO to ensure that it is able to perform the relevant quality assurance functions for intermediate level vocational and occupational programmes offered by both public and private providers.

Funds from saving as a result of shared services could be allocated towards supporting additional expenses incurred by the QCTO as it takes responsibility for the functions that have previously been delegated to SETAs;

49.5% will go to SETAs to support occupational programmes (that are required to support economic growth, encourage employment creation and enable social development.

This should allow for the delivery of a range of programmes and will not be restricted to those that are described as scarce skills. This is important so as to ensure that the system does not inadvertently prevent programmes that reach large numbers and enable them to access employment from being offered. SETAs will have to follow the programme planning and budget cycles and DHET will intervene if programme targets and appropriate grant allocation are not met. As a last resort, if these issues cannot be resolved, the DHET has the right to claim this money and allocate this against priorities.

The National Skills Fund, utilising 20% of the levy grant, will continue to operate as a 'catalytic' fund and will support both unsolicited (proactive and reactive) and solicited proposals. This will enable the state to drive key skills strategies as well as to meet the training needs of the unemployed, non levy-paying cooperatives, NGOs and community structures and vulnerable groups. The NSF will play an important supporting role in the development of Community Colleges.

It will promote strategic partnerships and innovation in project delivery; drive change towards partnership-based programmes and contribute significantly to raising the low base of education and training in South Africa, guided by government policies aimed at promoting equity.

As indicated in the White Paper, it is anticipated that the funding against the 20% will be made against National Priorities, that is,

the NSF will be responsible for skills development aligned to national development strategies and priorities, including building linkages within the skills system and providing funds for government strategies such as youth programmes, building small businesses and cooperatives, and rural development. It will also fund research and innovation that is not confined to a particular sector.

In particular,

community colleges will build on the current offerings of the PALCs so as to expand vocational and skills-development programmes and non-formal programmes. Formal programmes will include the GETC and Senior Certificate programmes currently offered, as well as the proposed new National Senior Certificate for Adults (NASCA) and skills or occupational programmes.

This will build on the imperatives outlined in the NSDS III which states that,

Our skills levy resources, especially the National Skills Fund, must strategically and programmatically support the production of priority skills in high-level occupationally directed programmes in the entire skills development pipeline, from universities and colleges to the workplace. In addition, the university sector must also find a way of systemically engaging in the identification of national development and economic needs, including engaging in other government processes such as IPAP2, the National HRD Strategy and the National Skills Development Strategy.

This will include support for the HRDC and the monitoring and evaluation of the SETAs.

Accounting Authorities

SETAs will continue to have stakeholder driven governing bodies (accounting authorities). The DHET has considered the relationship between stakeholders and SETAs and recognises the many challenges facing these governing bodies.

Stakeholders from business, labour and government will continue to nominate representatives onto the accounting authority in an equitable manner across the three parties. These will continue to be appointed by the Minister.

The DHET will stipulate a maximum number of accounting authority members consistent with the principle of creating manageable structures. The decision about numbers on the accounting authority will take into consideration the nature of the

sector (for example the number of sub-sectors) and the need to support effective decision-making and good governance. The accounting authority will continue to have governing powers and steer the sector in terms of the scope (mandate and functions) of the SETA as stipulated below.

The DHET will define the role and responsibilities of the accounting authority. This will include a clear statement regarding conflict of interest and guidelines regarding the number of meetings per annum and the rates at which members of the accounting authority are remunerated.

This is to ensure that the various challenges pertaining to the authorities will be addressed, and that authorities are focused on strategic issues rather than operational matters.

The DHET retains the responsibility for appointing an Administrator when required. DHET will issue a more detailed document that defines the processes pertaining to the appointment of an Administrator whether the SETA has a CEO in place or not.

These processes will aim to ensure that the governance challenges are addressed and that a clear intervention plan is developed and implemented within a defined time frame.

Scope of the SETAs

The White Paper on Post-School Education and Training notes the challenges that relate to the wide role of the SETAs and argues that the development of “a tighter, streamlined focus for the SETAs is a key step in strengthening them”. DHET will tighten the mandate and functions of the SETAs to enable the SETAs to effectively contribute to the realisation of the objectives laid out in this document. This includes:

- working with DHET and engaging with industry to understand demand and signalling the implications of these trends for supply planning;
- allocating funding to steer the system to meet this demand and to ensure that there is the institutional capacity to deliver these programmes;
- supporting access to workplace based learning ; and,
- managing the plans, budget and expenditure of the SETA as well as partnership arrangements.

Throughout these functions SETAs will focus on building their relationship with workplaces. Details of each of these functions include:

Understanding demand and signalling implications for supply to encourage skills and qualifications for occupations that support economic growth, encourage employment creation and enable social development. This means that SETAs will support the process of determining and outlining the demand for occupations in their sector through;

- Engaging workplaces to enable them to provide increasingly relevant data on the skills of their existing workforce as well as projected skills

- needs (against occupations). This will be against the revised template currently being developed by DHET to replace the WSP/ATR;
- Engaging stakeholders (including but not limited to employers, labour and government) to ascertain their perceptions of future trends in their sectors and the implications of these for the demand and supply of skills;
- Engaging the relevant unit within DHET to explore the implications of the findings from the workplace data and stakeholder engagement with respect to sector trends.
- Steering the system
 - The SETAs will work with DHET to analyse the implications of these trends for supply planning. This will enable SETAs to manage and use the levy-grant mechanism to ensure that funding concentrates on driving the provision of quality qualifications and/or workplace-based learning.
 - These will target the existing workforce, pre-employed (students) and the unemployed and will inform the career guidance processes to encourage individuals to play their learning and occupational pathways within this context.
- Supporting the DHET in developing institutional capacity of public and private education and training institutions for the delivery of programmes against qualifications (on all the sub-frameworks) in occupations that support economic growth, encourage employment creation and enable social development for workers, unemployed and pre-employed (students); and,
- Facilitating workplace-based learning as part of a qualification or for graduates post-qualification again with a specific focus on occupations that support growth, encourage employment creation and enable social development;
- Performing system support functions and manage the budgets and expenditure linked to their mandate. This includes:
 - Administering the skills grants against the agreed upon priorities and timelines;
 - Working with the shared services to ensure a consistent application process for workplaces and potential learners.

DHET will ensure collaboration across the system to consider how best the SETAs can:

- Fund institutions/workplaces to increase enrolment and throughput in occupational qualifications;
- Support workplaces and institutions partnerships for integrated programmes; and
- Design and implement workplace-based learning incentives.

These funding mechanisms will ensure an alignment of funding sources to support occupational priorities and will allow for medium to long-term planning.

As indicated, this additional funding will be aligned to the 5-year planning cycle (MTSF) and the 3-year funding cycle (MTEF) and will enable incentives to support institutions to build capacity to address occupations in high demand and, in some cases, to support additional bursaries in these areas.

DHET, through institutions responsible for this materials development in each sector, will also take responsibility for ensuring that the materials that are required to deliver learning programmes against the occupational qualifications are in place.

Planning, Reporting and Accountability

The current planning and reporting cycles of the SDL institutions are not consistent with the overall government planning cycles. This does not allow SETAs working with their workplaces to effectively plan and implement programmes in demand. It also creates certain budgeting and expenditure challenges.

The planning cycle will in future align with the Medium-Term Strategic Framework (MTSF) 5-year planning cycle and the MTEF 3-year budget cycle. Thus SETAs will establish their 5-year priorities against defined outcomes, a 3-year budget against this plan and submit annual performance plans (in accordance with the requirements of the Public Finance Management Act, 1999 (Act No 1 of 1999)). These plans will be reviewed within the context of the DHET plans for the post-school system.

The annual performance plan (APP) will allow DHET to review the annual performance plan of SETAs to ensure that the SETAs have met the agreed upon milestones. This will form the basis for the monitoring of the SETAs.

DHET will undertake a 3-year review of the contribution that each SETA is making to the intended objectives of the system and on this basis determine adjustments to the next 3-year MTEF budget against its 5 year MTSF plan and priorities (medium term outcomes). These will then review the extent of align to the performance outcomes and ultimately to National Development Plan.

There will be standardised timelines across SETAs with clear milestones for:

- Reaching agreement in the sector about the occupations that are required for economic growth, employment creation and social development;
- Issuing requests for 3-year proposals for programmes that result in qualifications for workers, unemployed and pre-employed in these occupations and/or that support workplace-based learning for those in qualifications and/or graduates;
- Working with the branches within DHET to establish the funding required to support the development of the capacity of providers to deliver the institutional component of these qualifications;
- Awarding grants to workplaces and providers (in line with the agreements with the different branches of DHET) to enable the delivery of these programmes/workplace based learning;
- Advertising when applications can be made by learners for these different programmes.

Note: it is intended that the workplace data will be analyzed centrally so as to allow for an economy wide analysis of the occupations that are needed to support economic growth, encourage employment creation and enable social development. Use of data will be within the rules of the POPI Act where relevant.

It is noted that DHET does not yet have the capacity to undertake this analysis of all the WSPs and will therefore rely on partnerships with the higher education institutions (and public research institutions) that it has been working with, and developing, through its research grants.

Increased standardisation of processes related to the key functions of the SETAs and should allow for DHET to monitor the extent to which the SETAs are attaining the goals in the APPs. Further, it will create certainty for stakeholders, employers, labour, and provider institutions, and potential learners. Finally it will provide DHET with a clear mechanism for sanction should SETAs not meet these milestones.

National Skills Fund (NSF)

The NSF role does not change dramatically, but it must be enabled to play a catalytic role in supporting the overall goals of the NPPSET, in particular regaining its focus over the medium term in supporting the most marginalised groups, including the unemployed, and primarily in the new community education and training sector.

20% will be allocated to the NSF to focus on programmes that will address the needs of the poor (marginalised and disadvantaged groups) in a manner that supports the equity imperatives outlined in this document. The focus will be on skills development offered through the community education and training system.

The NSF will continue to support wider government strategies: youth programmes, developing small businesses and cooperatives, and rural development. It is anticipated that government departments and agencies will partner with the NSF in this area of work.

This money will also be allocated to research for the post-schooling system as well as to institutional development. As such it could, for example, be used in the form of incentives to support institutions to develop human and infrastructure capacity to grow the enrolment and throughput of programmes that are in high demand. In this regard the NSF will act as a catalytic fund to encourage institutional development and improved provision system wide.

National Skills Authority (NSA)

There have been a number of concerns about the role played by the authority. These will be addressed in the following ways:

- The NSA will be restructured and refocused. DHET will continue to consult stakeholders about ways to ensure the effectiveness and efficiency of the NSA. This could include the possibility of reviewing future representation on the NSA including the possibility increasing the level of expertise for its targeted functions. In addition, individuals already represented on SETA boards cannot be on the NSA to reduce conflicts of interest.
- DHET will augment its secretariat support to provide the NSA with increased monitoring, evaluation and budget analyst capacity. This will allow DHET to furnish reports to the NSA, which can present an indication of how each SETA is

performing. This will allow for deliberation on these achievements within the context of this Plan.

- The NSA may commission additional evaluations to understand the impact that SETAs are making to the overarching system objectives as outlined in the M&E framework for the NSDP. Where challenges are identified, the NSA will also make recommendations on required changes to the Minister.

Capacity Development within the DHET

This plan requires considerable capacity to be developed within DHET. This includes the ability to develop milestones, templates and standardised processes.

Further, the DHET will require the capacity to plan across its branches within the context of the overarching PSET plan. This includes the focus on planning, supporting enrolment planning and creating mechanisms to support improved provision.

In addition, DHET will put in place the capacity to review the annual performance plans of the SETAs. This will include monitoring capacity as well as budget analysis capacity.

Role of Partners and Stakeholders

All social partners will need to support the principles and proposals outlined in this plan. The focus of this work will be on the implementation of the Skills Accord. In the Accord parties agreed that:

action and implementation should be a hallmark of the partnership, with constituencies identifying areas where they can make firm commitments as well as identifying actions that other constituencies would need to undertake.

These commitments are in eight key areas. There has been some adaptation of these in line with developments that have taken place since, though the substantive commitment has not been changed. These include the imperatives to:

- Expand the level of training using existing facilities more fully;
- Improve the role and performance of TVET colleges;
- Increase internships and placement opportunities available within workplaces;
- Improve the level of training in occupations in high demand;
- Improve the funding of training and the use of funds available for training and incentives for companies to offer training;
- Set annual targets for training in state-owned companies;
- Improve SETA governance and financial management and stakeholder involvement;
- Align training to the NDP and ensure that there is effective planning at the national and sectoral level.

The Plan recognises the important role that other government departments should play both with respect to supporting training of their own employees and in supporting the development of individuals in occupations in high demand. Further, it recognises the government departments play a key role in these processes to work actively with social partners to achieve these commitments.

The important role of the HRDC in creating the opportunities to involve these different social partners is recognised. These relationships need to grow to address arising challenges in the system and to collectively identify solutions.

2.5. INFRASTRUCTURE PLANNING AND DEVELOPMENT

[This draft section requires discussion within the Task Teams]

To achieve the long term system goals of expanded access, quality improvement, and improved success, appropriate and expanded infrastructure that facilitates and extends learning, supports research and knowledge production, and enables community engagement, is critical. High quality learning, research and development in an expanding and integrated system demands greater access to physical space, places and facilities. This necessitates more and larger lecture theatres, student learning spaces, office and work spaces for additional academic and support staff, in addition to more libraries, laboratories, research facilities and equipment, IT workstations and networks, student accommodation and recreational facilities. It requires that expanded infrastructure be considered as central to enhancing integration across the system, and promoting the intellectual, cultural and social development of students in ways that improve retention and academic success. It involves new ways of conceptualising infrastructure as key building blocks of cross-system integration with mechanisms for shared resources to ensure sustainability).

Priorities vary across the sub-sectors of the system. The higher education sector has benefitted significantly from the introduction of infrastructure and efficiency funding over the past decade since 2006, through which the sector has been able to upgrade and expand infrastructure. The White Paper foresees the establishment of additional campuses in the technical and vocational education and training (TVET) sector with attention being given to rural areas to support the expansion of enrolments. However, this growth will be carefully managed in line with the proposals in this Plan.

Student accommodation in the sector is inadequate, and it is envisaged that minimum standards will be adopted that will circumscribe its expansion and improvement. The addition of new campuses “where this is necessitated by increasing enrolments and programmes” is also envisaged in the community education (CE) sector. However, due to fiscal constraints, in the short to medium term, the PSET system will focus on improving efficiencies rather than scaled construction of new infrastructure:

- New infrastructure development will be limited to existing projects (new TVET campuses (where funding is allocated already), existing infrastructure

agreements with universities (including new universities) and addressing infrastructure backlogs at HDIs, as well as projects underway through the Student Housing Task Team. New infrastructure and refurbishment is likely in the Community College sector and will be prioritised. This will also involve identification of unused and under-utilised government-owned buildings that can be repurposed. Otherwise, there will be a focus on the maintenance backlogs relating to existing infrastructure across the system.

- New infrastructure will need to be accompanied by plans and budgeting for infrastructure maintenance into the future. Construction and deployment of new physical and ICT infrastructure will be guided by a macro-infrastructure plan for the PSET sector.
- There will be a focus on institutionalising compliance with a range of regulations and legislation now in place – e.g. Norms and Standards for student housing, national standard for infrastructure development, Construction Industry Development Board (CIDB) maintenance standards, Standards for Infrastructure Procurement and Delivery Management (SIDPM), etc.

While information and communication technology (ICT) is recognised as an indispensable infrastructural component for effective education provision, access to such infrastructure is extremely uneven. Key priorities are improving equitable access to and use of appropriate technology across the system; facilitating increased bandwidth and reduced costs for educational purposes, with particular emphasis on reaching those in more remote areas; and facilitating the shared establishment and management of ICT-enabled, networked learning support centres. ICTs provide opportunities for expanding access and improving the quality of teaching, learning and research. In order to improve equitable access to effective ICT infrastructure, which is a priority – we need to ensure that all PSET institutions have access to high quality bandwidth and the necessary ICT infrastructure for administration, teaching and learning, and to support research. The completion of the SANREN access for TVET colleges will take place as planned and will bring significant improvements to the TVET College system by 2020. New Community College infrastructure will be built and developed with ICT infrastructure as a core consideration.

There is an absence of detailed information about the existing ICT infrastructure of all PSET institutions. A national audit is necessary to fill the information gaps, which can then form the basis for an ICT infrastructure module as part of a comprehensive system-wide space data system. There is also need to incorporate the use of GIS data. The national audit should be completed by 2020 and the data system by 2023.

The DHET has gained key insights from oversight and management of recent infrastructure projects in the PSET sector, including the importance of integrated planning for shared infrastructure. The establishment of the Imbali Education Precinct (IEP) in Msunduzi, KwaZulu-Natal has shed light on the possibilities for reducing costs through collaboration, integrated planning and shared infrastructure. This multi-stakeholder collaboration aims to improve and integrate various tiers of education, including school and post-school facilities and associated amenities into a sustainable education delivery system. The range of stakeholders includes the DHET,

Durban University of Technology (DUT), uMgungundlovu FET College, KwaZulu-Natal Provincial Education Department, and Msunduzi Municipality. The precinct facilitates a new model of teacher education and professional development. In this model, specific schools become established as teaching schools or as professional development schools and they function both as a school and as a training site for new and in-service teachers. In this approach, schools partner with the DUT and share an innovative space where students learn in an on-going way, and the schools become sites for innovation and research. The IEP links together in close physical proximity a range of education institutions including a university, a TVET College, three high schools (1 technical with boarding establishment, one commercial and general), a special needs school, a primary school and the possibility of a Community Education and Training College (CETC) all bordering the University. There will be full operation of the Imbali Campus project, with a clear plan and M&E strategies in place over a period of five years.

The DHET will also facilitate the implementation of at least five pilots (including Imbali) of the “precinct” idea in at least five different provinces over the period to 2030 in areas where there is existing possibility for the development of precincts. Locations need to be identified and project teams put in place to coordinate and manage the processes. These must be linked to the development of the Community College system, so that each precinct must include a Community Learning Centre or a Community College head office (CETAC).

The DHET has also learned about the importance of making use of available capacity in the sector to bolster project implementation capacity, while important lessons include the need to build capacity within the DHET and individual institutions in the sector. The DHET will establish an Infrastructure Development Support Unit within the DHET to provide oversight for future infrastructure development – drawing on expertise that exists outside the DHET (e.g. from the new universities project). The DHET will develop strategies for institutional capacity necessary for infrastructure planning, delivery, maintenance and management. These will inform the policy frameworks and basic requirements for each institution.

DHET will develop a national framework for infrastructure development and maintenance in the PSET sector to ensure that standards, methods, strategies etc. comply to a certain set of principles and core process – e.g. any new developments have to take into account possibilities for infrastructure sharing, precincts, re-purposing of buildings, etc. before projects can commence.

CHAPTER 3: COMMUNITY EDUCATION AND TRAINING

SUMMARY OF PROPOSALS FOR DEVELOPING COMMUNITY COLLEGES

- The DHET will establish a Community College Institution-building Task Team (hereafter referred to as the NIBTT) for a period of five years so that expert advice can be provided to support the DHET in the implementation of the pilot projects and the development of the Community Colleges.
- An initial five-year period will be focused on institution building across the 52 district municipalities. By 2022, fully fledged campus infrastructure will be constructed/obtained/re-purposed for 18 district community colleges, two in each province. Each college will have satellite campuses and community learning centres as appropriate.
- Community Colleges will be made up of three structures: the main campus or head office which will also be the administrative hub; learning centres; and satellites. Eventually, each of the 52 municipalities will have a main campus. Ideally, each of the 226 local municipalities should have its own learning centre, in the long-term. By 2030, 27 Community Colleges should be operational.
- Where possible, the DHET will build facilities specifically for Community Colleges. In other instances, the Community Education and Training Administrative Centres (CETACs), with the support of the national DHET and the assistance of Municipalities, will seek to identify unused or under-utilised buildings which will be refurbished for the establishment of colleges.
- Where this is not possible, the DHET will find innovative ways to create permanent spaces where teaching and learning will take place. The CETACs, with the support of the national DHET, will oversee the development of partnerships with purposefully selected providers who have additional infrastructure or spare infrastructure at certain times. This includes public institutions like schools, TVET colleges and universities. A particular ready made partnership opportunity exists with the sixty (67) Schools of Skill across all provinces that form part of Provincial Education Departments under the Department of Basic Education. A modern curriculum that includes twenty one (21) skill based technical occupation subjects has been introduced as a pilot process across the Schools of Skill since January 2017. There are other non-profit organisations which may be approached by CETACs for partnerships which have their own spaces e.g. churches, community halls, etc.
- There must be a physical structure where the college will attend to its main administration and this must belong to it. The location of the main campus must be decided first with issues of accessibility in mind, even if other learning centres are being developed at the same time somewhere else.

- In order to develop as a sub-system, Community Colleges will be supported to offer a manageable number of programmes in which they can achieve excellence.
- The DHET and other government departments will fund and support the additional provision, on-site, of other programmes, particularly support services like career guidance and academic support services.
- It is ideal that Municipalities take on some responsibility for colleges located in their area and offer them support. For this to happen, community colleges have to be integrated into the five year Integrated Development Plans (IDPs) of municipalities to ensure municipal commitment to support colleges. In this regard, some bilateral agreement is required between DHET and COGTA and possibly SALGA.
- The vision for Community Colleges is that in the long term, communities will acquire skills to build and refurbish buildings as their contribution to the establishment and maintenance of the institution, that is, the physical development of the sector should also be utilised as a skills development/business development opportunity.
- The development and use of technology to support effective teaching and learning and effective administration will be explored extensively through pilot projects. This will require investment in ICT infrastructure.
- Immediate work will be done to establish baseline community profile data, which will inform the demand for particular programmes and the longer-term plans for the establishment of Colleges and CLCs over time.

3.1. INTRODUCTION

As highlighted in Chapter 1, the White Paper for PSET proposes Community Education and Training Colleges (hereafter, Community Colleges) as a new institutional type in the PSET system. These colleges will cater for the education and training needs of the *“millions of adults and youth who are unemployed, poorly educated, and not studying.”* This is a major initiative of government, given that historical provision of adult education by the state has been limited, with programmes mirroring school qualifications offered to adult learners in Public Adult Learning Centres (PALCS).

This chapter describes how Community Colleges will be developed and strengthened, informed by four key areas:

- **Building the sector:** The plan articulates proposals on how to build the sector over a 12 year period. This includes developing Community Colleges that cater for both adults and youth, which are fundamentally different from PALCs, and are accessible to communities. Building the sector is also about considering its sustainability, and the plan proposes measures to strengthen the established institutions. Focus areas for institution building and strengthening are: staffing the colleges with sufficient and properly qualified lecturers; offering requisite student support services; defining governance structures; and providing

adequate resources. Partnerships are key for all aspects of sector development especially given the current fiscal constraints. A broad policy framework on partnerships has been developed by the DHET Community College Branch to assist colleges with among other aspects, an understanding of the legislation and policy framework governing partnerships, and the partnerships that can be entered into at various levels of government.

- **Programmes:** The plan articulates the need for meaningful and diverse programmes for Community Colleges which will open a broad range of opportunities for students. The use of ICT for enhancing teaching and learning is considered in the plan.
- **Pilots:** Because Community Colleges are being built from a legacy of weak and poor provision, and this is a new institutional form, the ideas about how Community Colleges will operate effectively can only be tested through pilot programmes and partnerships.
- **Monitoring and evaluation:** In order for key lessons from the pilots to inform the Community College sector, the plan outlines broad proposals for the monitoring and evaluation of the sector during the pilot phase. The findings and recommendations from the evaluation of the pilots will inform the changes needed on the Community College Plan for the remainder of the period to 2030.

This plan was developed through triangulation of ideas and proposals from several processes and sources, specifically:

- Monthly Community College task team meetings for the National Plan, which took place over a year in 2016/2017.
- Consideration and approval of Community College TT proposals by the National Plan Task Team Oversight Group and the Steering Committee.
- Review of commissioned research on Community Colleges, including audit of PALCs conducted by Saide, the Ministerial Task Team Report on Community Colleges, work commissioned by the Department of Planning, Monitoring and Evaluation, the research conducted by the Ministerial Committee on the funding of TVET and CETS, and most recently, the literature review conducted for the DG Task Team on developing community college models, amongst others.
- Consideration of inputs from stakeholder engagement.

3.2. RATIONALE

The need for post school education outside TVET and higher education is huge. Provision other than through universities and TVET colleges is currently tiny, fragile, and extremely limited. There are more than 18 million people of different age groups with varying levels of education below the National Senior Certificate in need of education and training, but few options for them at the moment. This includes more than three million youth aged 15 – 24 years, and 4.4 million aged 25 – 34 who are not in education, employment or training (NEETs) (StatsSA, 2016), who, together with those in rural areas, form the most marginalised. Community colleges are needed because:

- Some students will require adult basic education, and others will need to complete secondary schooling outside the schooling system. No other post school institution is offering these.
- There is an imperative to develop a better skilled nation. Community Colleges will offer programmes which should be able to open employment opportunities.
- No other post school institutions are offering non-formal education, which can provide information and skills for community members to improve their quality of life.
- Community colleges are essential to building the TVET and higher education sub-systems, which are under constant and relentless pressure to expand inappropriately and to take in underprepared students, so long as there are no viable educational alternatives for South Africans.

The combination of a youth bulge over the past 10 years and a lack of employment opportunities for young people have been described as a “demographic time bomb” (Stats SA, 2016). It is recognised that the structural challenges of education and training have an impact in addressing the challenges young people face in finding work. Community Colleges will 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.

The country cannot afford NOT to invest in Community Colleges: *“The real costs of illiteracy and under-education (in terms of lost productivity, skills shortages, lack of competitiveness and entrepreneurial capabilities) are staggering”* (MTT CET Report, 2013).

3.3. CONTEXT

Community Colleges will be built as a new institutional form, initially under the management of administrative hubs in each province that have been set up to achieve this. Building them, and incorporating the old PALCs, is both a challenge and an opportunity. This section starts with an overview of the current policy provisions imperative for the Community College sector. It then provides a short overview of the provision of adult education and training in South Africa to highlight the challenges and opportunities inherent in constituting Community Colleges within a context with a long tradition of varied provision of adult and community focused education.

Policy overview

The White Paper on Post School Education and Training (2013) acknowledges that 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 National Development Plan (NDP) notes the inadequacy of public institutions in the post-school sector to provide learning opportunities to the millions of young people who need them. The importance of lifelong learning is signalled in the 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 (277)

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). Community colleges will provide adult basic education and other programmes to respond to this constitutional right.

The National Skills Development Strategy (NSDS) III, which is incorporated into this Plan, is specific about provision of training opportunities for youth under 35, to enable them to access employment. Three of the eight NSDS III goals speak directly to Community Colleges:

- Goal 4.4 Addressing the low level of youth and adult language and numeracy skills to enable additional training, locates community colleges as an enabler and building block to further education and training opportunities for youth and adults.
- Goal 4.6: Encouraging and supporting cooperatives, small enterprises, worker initiated, NGO and community training initiatives will be supported through cooperation between the DHET and relevant departments like the Department of Trade and Industry, Economic Development, Land Reform and Rural Development. The NSDS III highlights that dedicated funds from the National Skills Fund (NSF) will be used for the education and training of cooperatives, particularly cooperatives for the unemployed, youth, women and people with disabilities. The NSF will also support worker education. CET colleges are well placed to offer programmes on worker education and cooperative training.
- Goal 4.8: Building career and vocational guidance – There has been limited focus at schooling level on career and vocational guidance and this should be a key focus in community colleges so that students understand where the education and training trajectory that they are choosing will take them.

Since the shift of PALCs from the provincial departments of education to DHET in 2015, the Community College Branch has embarked on the development of policy to support the establishment and development of the Community Colleges. These include Policy which makes provision for the establishment of the Community Colleges, which emphasises the provision in the White Paper about the importance of linkages between Community Colleges and the Expanded Public Works Programme, Community Works Programme, Community Development workers, and

other programmes. Policy for the monitoring and evaluation of these colleges has also been put in place. (DHET, 2016)

Historical overview

South Africa has a long history of adult education provision which evolved to counter the exclusion of the majority of the people from accessing education and training during the apartheid era. Workers' night schools were initiated in 1919, followed by popular education programmes that became a key feature of community organising and the liberation struggle. Popular education programmes provided literacy, numeracy and communication skills and built the capabilities of individuals and communities to assume agency for social change and social justice. In the 1980s, trade union movements grew and large companies, particularly in the mining sector were compelled to provide adult education programmes for workers. These early initiatives provided the impetus for lifelong learning that informed the post-1994 formalisation of Adult Basic Education and Training (ABET) in Public Adult Learning Centres (PALCs), industry sites and communities. Kha Ri Gude, which started in 2008, was the biggest ever national campaign to eradicate illiteracy, providing many with the foundation for continuing education.

Current provision of adult education and youth programmes

There are many institutions offering adult education and education to youth through public and private AET centres, NPOs and multi-purpose community centres which target adults and out of school and unemployed youths seeking post school opportunities. However, the non-profit sector has struggled to sustain adequate levels of funding, and government provision for adult education is mainly focused on general education programmes for those who have not completed formal schooling. This provision is far from meeting the education and training needs of more than 18 million adults and youth with education qualifications below a matric. Further, the formal schooling programmes are too long and not suitable for people who have been unable to succeed in the schooling system. The range of programmes is also very limited.

Public Adult Learning Centres (PALCs)

In 2015 all PALCs were merged into nine provincially-based Colleges, referred to as Community Colleges. This means that there are nine institutions which coordinate a range of learning centres, based on the existing PALCs in each province. These centres have always been fragile and lack systematic funding, buildings, and institutional identity. Most of them do not have their own infrastructure, and operate from schools and community centres, and there are many problems with such arrangements, the details of which can be read in the SAIDE audit of PALCs in Gauteng (2013). They remain constantly vulnerable to closure, as funding is narrowly linked to enrolment. Of the funding that was available from state resources, 90% has been utilised for personnel, leaving inadequate funding for teaching and learning support material (Auditor General, 2015).

Enrolment at public AET centres over the years has not exceeded 280 000 in all the years where there is available data, except in 2012 when enrolment at AET centres

was 306 378 students (DHET, 2016). The SAIDE audit of Gauteng PALCs indicates that 33.2% of the **student** sample was aged between 16 – 21 and 42. 5% were aged between 22 – 35, so very young **students** under 19 who should still be in the basic schooling system are accessing PALCs and constitute part of the demand for community education and training.

Enrolment patterns in PALCs are largely skewed in favour of ABET Level 1 – 4 programmes and Grade 12, with very limited enrolment in skills development programmes. The completion rate of learners who write the GETC Abet Level 4 is low, and many learners enrol for examinations but do not write them.

Since the shift to DHET, Community Colleges are being managed by principals who have now since been permanently employed, monitored by regional managers, and the community learning centres are being managed by centre managers. Community College Councils have been appointed and **are** operational.

Not-for-profit organisations (NPOs)

NPOs that have been active in the AET space include non-governmental organisations (NGOs), community based organisations (CBOs) and faith based organisation (FBOs). There is no systematic data documenting the work of these organisations, but it is known that they have a long history of provision of responsive community programmes. In fact, they have filled the gap that public AETs have not been able to fill because of their limited programme offerings and a focus on basic education programmes. NPOs focus on a range of programmes and provide relief and education and training in areas such as health, youth development, community development, early childhood development etc. Some of them offer accredited programmes, but information on enrolment is not easily accessible.

There have been some non-profit centres which functioned similarly to the public adult learning centres. These have been small. Data is difficult to access and incomplete, but learner numbers are estimated to be below 10 000. Aitchison (n.d.) has highlighted that some of the private AET centres are much more comprehensive in nature based on the infrastructure, projects, and programmes running at the centres. Some centres, for example, have *“a church, a pre-school for small children, a day school, a night school, a computer training and resource centre, a technology training centre, a music school, a fashion design school, a motor learners licence school, a disabled rehabilitation centre, a street children’s feeding scheme, a refugee language programme, a pensioner’s club and various scout clubs, etc.”* However, many of these private centres, which are predominantly non-profit, struggle financially as they rely on donor funding to run their activities, and some have had to close down.

Multi-Purpose Community Centres

Thusong Service Centres were established by government in 1999 to serve as comprehensive service centres providing 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. The plan during the conceptualisation of

these multi-purpose centres was to have one in each municipality by 2014 (Aitchison, n.d.). Although this target has not been achieved, significant progress has been made, as there were 185 Thusong centres in 2015 (2015 Thusong Service Centres January database). What is unclear, however, is the extent to which Thusong Centres are linked to education and training provision.

The demand for community education and training

The number of people in need of adult education, basic literacy and numeracy, vocational education, and lifelong opportunities is huge and can be categorised by need. This categorisation is based on White Paper specifications as well as data available from a variety of sources (Spaull, 2015; StatsSA quarterly labour force survey data (StatsSA, 2016a) and Community Survey data (StatsSA, 2016b):

- We need opportunities for second chance learners who did not complete schooling. This category includes learners who drop out of school from each matric cohort. The throughput rate from grade 2 to matric from 2010 – 2014 ranged from 34% - 40% (Spaull 2015). There are signs, however, that second chance opportunities are growing through the Department of Basic Education (DBE), and determining the long-term need for these programmes will require consistent engagement with the DBE.
- We need continuing education opportunities 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; and many others with no education, only primary education, and/or no school-leaving qualification.
- We need reskilling opportunities 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.
- We need to support people to support themselves in sustainable livelihoods. This category includes over 2.269 million adults over 25 years of age who do not have any formal education (StatsSA 2016b) as well as 26.7% of adults who are unemployed (StatsSA, 2016a). Education and training in this category can also be responsive to national development priorities like land redistribution, small scale fisheries development, and the development and sustainability of cooperatives in different economic sectors.
- We need to meet the needs of communities in, for example, community health care, parenting and childcare, early childhood development, caring for the aged, home based care for HIV/AIDS, and skills for self –employment.

Clearly, the current enrolment and current provision is inadequate.

3.4. VISION FOR COMMUNITY COLLEGES

The vision for community education and training is 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.

The purpose of community education and training is to offer a range of education and training opportunities to adults, including young people who are not in education, training or employment. These offerings will take place in community-based institutions, will include both formal and non-formal opportunities, and will, as far as possible, meet the learning aspirations of individuals and communities in a wide variety of areas.

The White Paper indicates that

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. (DHET, 2013: 22)

Community Colleges will provide a range of flexible, community-responsive programmes, some of which are workplace linked, but others of which provide general education provision, address direct community skills needs, respond to individuals who wish to re-train or gain new educational experiences. Community Colleges have a particularly important role to play in local/community social and economic development, providing support for entrepreneurship and small business development and thereby stimulating local economic development.

As outlined in the White Paper, Community Colleges must also address community learning needs. There is huge scope for growth in addressing training needs specific to particular communities, including community health, early childhood development, care for the sick and aged, self-employment supporting skills, small-scale manufacture and agriculture, and many other areas.

Community education will develop as something much broader than the current limited offerings of adult general education programmes. The sector is new and will need to grow dynamically over a long period of time. It will require flexibility in its programmes and institutional forms, and will need to be built partly through quality partnerships and multiple funding sources. Community Colleges will not be restricted to providing only formal qualifications and they will not only provide programmes that are restricted to particular levels of the NQF. The defining feature of Community Colleges will be their community responsiveness and their flexibility, rather than a focus on adult basic education alone.

In order to achieve the vision, the following key shifts are needed:

Shift 1: Expand access to a range of people of different ages and with varied prior learning

- The White Paper is explicit that by 2030 Community Colleges should be enrolling 1 million **students**. This constitutes a growth of more than 300% based on historical enrolment. Expansion of access means:
- Physical accessibility of colleges: Community Colleges will provide learning opportunities close to students. Close proximity of learning sites to students reduces cost and promotes access.
- Diversifying programme offerings: Colleges should have offerings that meet the needs of a diverse range of people in a particular community.
- Supported access: Colleges will allow access to education and training programmes which cater for a wide variety of educational backgrounds. They will be designed for inclusion and success and where **students** do not have the required background learning to succeed in a particular programme, appropriate formative education programmes as well as support should be available.
- No financial barriers: Colleges will be predominantly free to community members, as the vast majority of students who will access them will be poor.

Shift 2: Build well-functioning and efficient Community Colleges

- 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.
- The Community Education and Training concept will be strengthened by a framework of partnerships that bring different stakeholders, institutions, communities and interested parties together. Each of these role players have their particular strengths that will enhance the delivery of services to the beneficiaries of the Community Colleges.
- Colleges can only be well functioning if they have the requisite infrastructure for teaching and learning, and qualified lecturers.
- Students should get in and out of the system in minimum possible time to create space for others and for available financial resources to assist more students.
- Efficiency is also about making the most of available and existing resources to achieve sector goals and Community Colleges will need to rely on effective partnerships for all aspects of sector development to ensure that the sector grows fairly quickly and successfully.

Shift 3: Empower CET Colleges to serve the needs of their students and communities

- Community Colleges should be supported by and responsive to the community they serve. As the institution gets established as a public institution, government will provide specific resources and capacity to fit with the Norms and Standards gazetted by government and also oversee the running of the institution. Community Colleges should be responsible for their own programme qualification mix and enrolment planning in response to the needs of learners and local and regional economies, though with support and oversight from the SAIVCET.

Shift 4: Leverage ICTs to improve administration, teaching and learning

- Dynamic but simple tools, software and applications should be used to manage college administration including student records.
- Applications used must allow dynamic analysis of student performance data to enable evidence based improvement of learning outcomes.
- Delivery modalities should be cost effective, 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. Communities can also gain access to technology at the College. Though forms of blended learning may be used, distance education is not supported at this stage.

Shift 5: Improve the success of community colleges

This will be achieved in multiple ways:

- Improving retention, so that students enrol and persist till they complete their programmes.
- Providing student support, so that students get academic as well as psycho-social support to enable them to succeed.
- Improving throughput.
- Supporting students who succeed in their programmes to articulate to other relevant post school institutions.
- Supporting students to enter into the world of work including employment and starting and sustaining their own businesses.
- Connect the community with economic, social and cultural opportunities in the area
- From the very beginning, developing the Community College sector must avoid the tendency to rely on ad hoc initiatives to grow the sector, so as to minimise wastage of the available scarce resources. Planning should involve holistic consideration of how any intervention will contribute to the success of the sector, and the growth and development of a particular college.

Shift 6: Community colleges should be open to growth

Community colleges should be flexible as community needs and aspirations change and responsive to the particular social and economic environments in which they are based. There should be some space for the organic development of the sector which will happen differently for each college, depending on the particular context of colleges. Colleges should be able to develop a range of programmes at higher levels should they be able to develop the capacity, and should this respond to local demand. This will require appropriate capacity at college level.

Shift 7: Significant funding should be injected into the sector to achieve its vision

For many years adult education has received very limited funding. Currently, CET gets only about 2% of the entire PSET budget. If the vision and purpose of CET colleges is to be realised, and the goals of expansion and success are to be met, there is need for a dramatic and systematic injection of financial resources to develop basic institutional infrastructure, ICT infrastructure, learning and teaching support materials, and a capable staff. It is well understood that there are fiscal constraints, and partnerships will play a major role in injecting resources for the development of the sector. However, partnerships may not be sustainable in the long term and fiscal, Seta, and NSF funding should eventually constitute the bulk of Community College funding.

3.5. DEVELOPING THE SECTOR

The Community College sector does not exist in any meaningful sense in South Africa currently. While the principle of starting from what does exist is important, it is equally important to note how weak the existing institutions are (the public adult learning centres as well as various NGO and CBO based programmes), and that concerted, active, focused, and financed effort is required to make this sector a real, functional, and vibrant part of the post-school system.

This section outlines the broad approach that will be taken to develop Community Colleges till 2030. The broad approach is as follows:

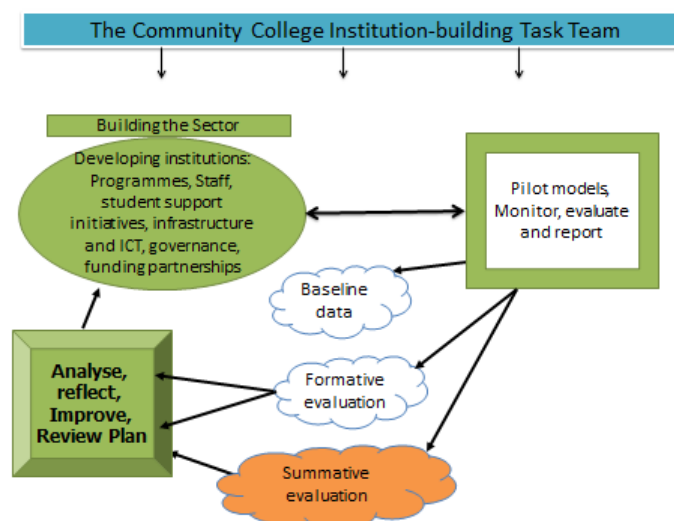
1. The DHET will establish a Community College Institution-building Task Team (NIBTT) for a period of five years so that they can provide expert advice on the implementation of the pilots. This is necessary because an institution-building programme of this nature is not the usual work of the DHET, and the college sector will not be built and developed if a business-as-usual approach is adopted. The branch will therefore convene a Community College Institution-building Task Team, which will consist of senior members of the various directorates (Programme Management: Community Education and Training; Community Education and Training Colleges Systems Planning, Institutional Development and Support; Financial Planning; and Education and Training and Development Support) as well as additional experts on

short-term contracts. This task team will drive the development of the sector in the initial years. The existing National Forum for Community Colleges could provide a basis for this Task Team, as the role of experts in driving the pilot processes is critical, but cannot be located outside of the Department, unless they are playing a supportive role, as guided by the Plan with oversight from the Department.

2. This Team will be responsible for providing implementation oversight as proposals for the plan have already been determined. The Institution-building Team will also unblock any blockages that may stall implementation.
3. The Team will be responsible for advising on the infrastructure development for the new Community Colleges.
4. Another area of focus is on the proposed programmes to be offered, staffing to support delivery of these programmes, modes of delivery, and student support initiatives to promote access with success. Approaches that support innovation, creativity, and flexibility for institutions within this sector, and which draw on partnerships with a range of different types of institutions and social partners are also proposed.
5. The Institution Building Task Team will also provide advice on the determination of governance and management arrangements, and the determination of funding for the sector.
6. In addition, the NIBTT will have oversight of the piloting of various approaches to building the sector and ensuring that the pilots and the Colleges are monitored and evaluated. The pilots will produce important knowledge for the further development of the sector after 2022.

This is mapped out in the diagram below.

Figure 6: Approach to developing the CET colleges



Building the sector is going to follow an iterative process of trial and refinement, with the five years of piloting determining the future of the Community Colleges. That is why an external oversight group in the form of the Community College Institution-building Task Team is necessary so as to ensure accountability and

promote adaptive management as the pilots are implemented at the same time that the rest of the sector is being developed. The Task Team will allow the DHET to draw on a wide range of expertise in developing the sector.

Developing community colleges and administrative centres

The current diverse forms of provision by different actors should be regarded as an asset in the development of community education and training. Such diversity of provision can form the basis of partnerships between the various entities and the DHET. However, there is a need for consolidation of what currently exists as well as concerted building of new institutions.

Although Community Colleges could be thought of primarily in terms of physical infrastructure, it is very important that these institutions are conceptualised in innovative ways right from the beginning. There are important markers that will help the conceptualisation of community colleges in non-traditional ways:

- Where possible, the DHET will build facilities specifically for Community Colleges. In other instances, the Community Education and Training Administrative Centres (CETACs), with the support of the national DHET and the assistance of Municipalities, will seek to identify unused or under-utilised buildings which will be refurbished for the establishment of colleges.
- Where this is not possible, the DHET will find innovative ways to create permanent spaces where teaching and learning will take place. The CETACs, with the support of the national DHET, will oversee the development of partnerships with purposefully selected providers who have additional infrastructure or spare infrastructure at certain times. This includes public institutions like schools, TVET colleges and universities. There are other non-profit organisations which may be approached by CETACs for partnerships which have their own spaces e.g. churches, community halls, etc.
- There must be a physical structure where the college will attend to its main administration and this must belong to it. The location of the main campus must be decided first with issues of accessibility in mind, even if there is development of other learning centres somewhere else. The CETACs must be properly ICT-enabled.
- In order to develop effective institutions, Community Colleges should offer a manageable number of programmes in which they can achieve excellence.
- The DHET and other government departments will fund and support the additional provision, on-site, of other programmes, particularly support services like career guidance and psycho-social services.
- It is ideal that Municipalities take on some responsibility for colleges located in their area and offer them support. For this to happen, community colleges have to be integrated into the five year Integrated Development Plans (IDPs) of municipalities to ensure municipal commitment to support colleges. In this regard, some bilateral agreement is required between DHET and COGTA and possibly SALGA. Given the close linkages between municipalities and provincial

governments, support could also be sourced from Provincial Departments of Local Government.

- The vision for community colleges is that in the long term, communities will acquire skills to build and refurbish buildings as their contribution to the establishment and maintenance of the institution.
- The development and use of technology to support teaching and learning will be explored.
- The process of the development of Community Colleges must address the needs of students with disabilities, to create equal opportunities for access to people with disabilities.

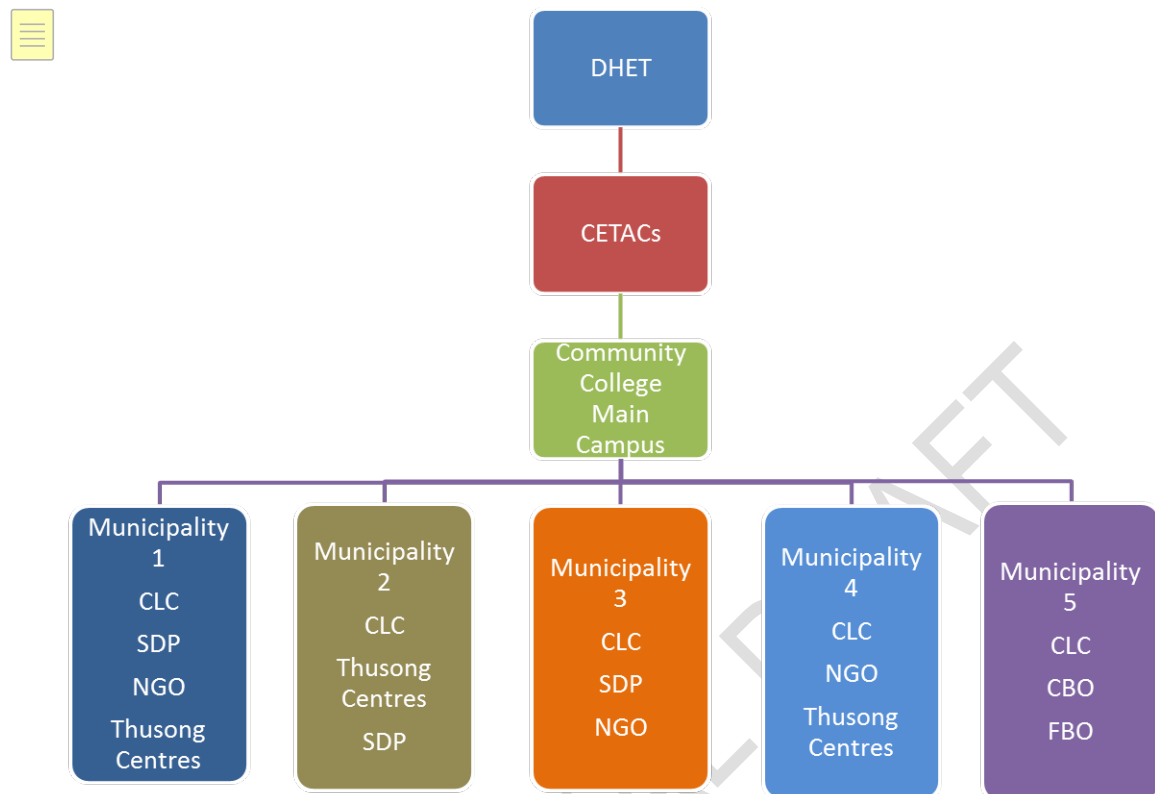
Shape and size

There are currently nine provincially-based CETCACs with former PALCs constituting the delivery sites as Community Learning Centres (CLCs). The nine CETCACs, one in each province, are holding structures responsible for community learning centres until district level community colleges are established (DHET, 2015). The CETACs will support the development of colleges and continue providing provincial support as they shall be nearer to the Community Colleges than national DHET.

Community Colleges will be made up of three structures: the main campus or head office which will also be the administrative hub; learning centres; and satellites. Eventually, each of the 52 municipalities will have a main campus. Ideally, each of the 226 local municipalities should have its own learning centre. At this point, it seems wise to stop the fixing of institutional structures at learning centre levels as municipality boundaries may periodically shift beyond this point.

The following diagram illustrates how a College, its Community Learning Centres, and collaborative delivery sites might look.

Figure 7: Possible shape of community colleges in a district



Based on this diagram, the College main campus would be directly responsible for the community learning centres and any partnerships to support these. The college would develop relationships with skills development providers, Thusong Centres, NGOs, and CBOs, to offer programmes which support the colleges' offerings. Initiatives and programmes provided by other providers will continue to run autonomously and will be supported and in turn support Community Colleges based on need.

CETACs in each province will support all main campuses in fulfilling their mandate. The CETACs will be DHET's provincial structures eventually, and adequately staffed to play this role. The CETACs report directly to the DHET. However given current municipal system of having local municipalities clustered under a District, it would also make sense to set up a close partnerships between the CETAC and the District Municipality.

The diagram illustrates that the make-up of CLCs will be highly differentiated based on the needs of each local community. In the long term, a fully functional CET sector will have, at a minimum, a community college in each district municipality (DHET, 2015).

The number of CLCs which the DHET will create, and the number of supporting partners which the DHET will fund in each district when services are provided, will depend on the size of the district based on the number of local municipalities in that district. The DHET nationally, working with the CETACs, will use key data on the size of the population in each of the municipalities as well as the unemployment rate to

plan the shape and size of the CLCs. This work will be done immediately as part of the work of the National Task Team in the establishment of pilots.

The national DHET will also use geographic information system mapping to complement the statistical data, in order to determine the area covered by the municipalities and their distance from the entry point to the furthest point. This will help with decisions on whether main campus satellites are required for districts which are expansive and could be far away from the support of the administrative hub where it is currently located. The administrative hub may well be located in a centralised location in the province to ensure easier reach and support to CLCs.

An initial five-year period will be focused on institution building across the 52 district municipalities. By 2022, fully fledged campus infrastructure will be constructed for 18 district Community Colleges, two in each province. Each college will have satellite campuses and community learning centres as appropriate. While resources are being channelled into developing these into fully fledged Community Colleges, the CLCs in the other districts should not be neglected as these will support the Community Colleges that will be developed in these districts. So, while there will be no infrastructure development in the other 34 districts, they will also benefit from development initiatives like lecturer training that the 18 districts where campuses are being constructed will receive. The Community Colleges will also facilitate any necessary partnerships for the CLCs in the 34 districts and infrastructure maintenance will be budgeted for, for CLCs that own their own buildings.

After the initial institution-building period, DHET, together with CETACs, will support the new colleges, but institution-building and partnership building will continue. At this point some of the institutions will have the capacity to drive this work on their own, with funding and other support, and some will still be driven from the national and regional offices.

Establishing the college main campuses

The Community College Institution-building Task Team (NIBTT) will work with CETACs and municipalities to plan the establishment of the main campuses in each of the district or metropolitan municipalities under their jurisdiction. This will occur initially with the pilots, and will continue during scale up. The goal is to establish two community colleges in each province from 2018 -2022 (that is, one additional college per province, as one is already established in each province). These will be established as permanent Community Colleges, with a number of pilot programmes operating in the Colleges over the five-year period, which will lead to the long-term development and strengthening of the colleges.

This means the NIBTT and the CETACs will source buildings for and/or build institutions. Some of this building work has already commenced. When building or acquiring institutions safety considerations should be key. The Staffing Norms Policy proposes that CLCs must operate from 08:00 to 21:00 and on weekends to accommodate learners who cannot attend the centres during the day. This will also ensure efficient utilisation of space and promote expansion of access.

Establishing the learning centres

The NIBTT will work closely with college principals and administrators to conduct an analysis of 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. There is also need to conduct 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. Some of this work has been done for Gauteng. Other national government Departments like Social Development, Agriculture, Forestry and Fisheries, Small Business Development, Trade and Industry will be good sources of this information.

The NIBTT, working with the 18 CETACs, the main campuses, and the municipalities, will decide on the ideal number of CLCs and partners for each college. This will include discussions with municipal authorities about location of the colleges and the role of the municipality.

The main campuses will then select local municipalities to start with, and will map out the growth trajectory to achieve the ideal numbers, considering that the enrolment target for 2030 for community colleges is 1 million.

Once the detailed plans have been developed for the learning centres to be developed per district municipality, and the stakeholders and community members have been adequately consulted, DHET will employ staff for learning centres. Here the employment model will depend on the nature of the learning site, and whether the focus is the provision of a particular set of learning programmes (for example, the adult matric, or, a particular skills programme identified by the community), or whether the focus will be on delivery through partner organisations, or both. The current process of developing Post-Provisioning Norms for the Community College sector will inform this process.

This process will be undertaken concurrently with a detailed budgeting process, which the NIBTT and college council will support, to ensure that each college and each learning site has the resources needed for effective delivery of programmes.

Programmes to be offered

The following categories of programmes will inform Community College programme offerings up to 2030:

Skills/occupational programmes, which will mainly focus on skills for elementary occupations, to enable people to gain entry into the world of work, including starting and sustaining businesses, and self-employment. Skills programmes will play a significant role in preparing learners particularly for entrepreneurship, business, or self-employment as graduates may not all be absorbed into the formal labour market. **Accredited** Skills/occupational programmes will consist of theory and practice but with a high practical component – 80% **practical** and 20% theory to accommodate those with weak foundations in reading and writing. It is expected that formal programmes in this category can be offered as full qualifications or as standalone modules or short programmes. There should be strong articulation

possibilities between Community College skills programmes and TVET Colleges. Further, some strategically located community colleges will be linked to the SEDA start up and rehabilitation incubation centres to support college offerings and students. Skills/occupational programmes will constitute the mainstay of Community College programmes.

Community education – range of programmes on community development which would mostly be non-formal including health and child care, financial management, conservation, democracy and citizenship etc. Not all programmes will be accredited, and not all will constitute formal qualifications, although a balance is necessary.

General or academic programmes – General Education and Training Certificate for Adults (GETCA) and National Senior Certificate for Adults (NASCA). The GETCA will provide the foundational learning for students to acquire a Level 1 qualification which is equivalent to 9 years of schooling. Learners are expected to take four subjects to get the GETCA qualification including two compulsory subjects which are a language and maths or maths literacy, and two optional subjects from a choice of official languages, natural sciences, general and social sciences; economic and management sciences, and life and learning skill. Admission to the GETCA is basic literacy and numeracy so Khasi graduates can qualify for the GETCA. The GETCA can articulate into the NASCA. The NASCA is also intended for out of school youth over 18 who did not complete matric, those who want to improve their entry into higher education and TVET, and working adults who want to get a matric. Learners who enrol for the NASCA also do four 30 credit subjects instead of seven 20 credit subjects, although learners can take more than four subjects if they so wish. The NASCA can articulate to TVET colleges and university, although some advocacy work is needed to convince universities about the currency of the NASCA and the level to which it prepares learners for university. However, the GETCA and NASCA will be essential in as much as they provide foundational skills in maths, science and language for uptake of skills programmes. The DBE has increased its offerings of second chance matric programmes that will prepare students for further education. Some engagement is required between DHET and DBE on whether the GETCA and NASCA could be offered as part of the suite of second chance programmes. Umalusi will quality assure the GETCA and NASCA, while the QCTO will quality assure the skills/occupational programmes.

The new foundation learning programme (FLP) that has been developed by DHET TVET Branch to bridge and prepare learners for TVET programmes could also be considered as an offering at CETCs.

Both formal and non-formal programmes will be funded, but a range of funding sources are anticipated.

DHET will fund academic and general programmes and the SETAs and NSF will primarily fund skills programmes and community based programmes. Other government departments responsible for social and economic development will also fund some of the programmes although this funding may not always be sustainable and will not be considered as part of the core funding. The NSF will fund colleges so

that they have the capacity to engage with communities and develop informal programmes that meet their immediate needs.

Community colleges will strengthen their programme offerings in these three areas initially, and any other programmes that colleges will offer in the future (such as the Higher Certificates for Access to universities) will be based on the strength of the capacity of their core staff and demand from communities. It is vital that the possibility exists for specialised Community Colleges to develop into offering post-secondary qualifications in the future. Where the expertise exists, these programmes will assist the PSET system to grow the options for young people who have left school, but who may not access other forms of post-schooling for a range of reasons. In other developing countries, programmes such as higher certificates and access/bridging programmes for higher education qualifications have played an important role in growing and strengthening Community Colleges.

Some skills programmes may be project based, aligned with other government initiatives which could benefit from the community colleges, and which would in turn support the creation of the community colleges. Key here are community development programmes like Expanded Public Works, Community Development Workers, Community Health Workers, Community Works Programmes, Works Programme Cooperative and Construction Industry Development Board development programmes. These programmes offer people work, and should at the same time offer learning opportunities that can be provided by Community Colleges. The two responsible government departments will work together to ensure that the work opportunities and learning opportunities meet the needs of the communities, and, where possible, support each other. Project based learning opportunities will generate extra income for Community Colleges as training costs would be paid by the National Department responsible for that project e.g. Public Works would pay for any training related to the EPWP.

The newly employed college staff, supported by the CETACs, and Community Development Workers where appropriate, will engage with the community to ascertain aspirations and needs. This will include the identification of key stakeholders in the locality, especially employers and other institutions of learning. It might require the formation of a stakeholder body for regular discussions. This local stakeholder body could later be absorbed into a college council or governance body, as colleges develop their governance and consultative structures. Community engagement is key in informing communities that the Community Colleges are new institutions that offer meaningful programmes.

SAIVCET will develop the curriculum for GETCA and NASCA and also develop the learning materials required. The DHET is currently adapting the SACHED materials that were donated to the DHET for five NASCA subjects. The DHET is also working with other partners who have offered to assist with the development of some of the GETCA subject materials. The DHET's Open Learning Directorate will adapt four NASCA subjects to be determined, onto the National Open Learning Platform (NOLS). Because QCTO is already developing occupational programmes, CET College skills programmes will be offered using relevant modules of these occupational

programmes, with the view that CET College students can articulate to TVET colleges, be assessed, and can complete a qualification with credits accumulated or the modules they will have done at CET level. Where part-qualifications are offered, however, they must allow for exit to the workplace, and future opportunities to articulate into the full qualification. Learning materials for the community programmes will be sourced from partners that already have such materials, e.g. the Red Cross, Fire Departments etc. already have existing materials that could be used for this purpose. SAIVCET will also play an important role in overseeing the development and procurement of learning materials for community colleges. SAIVCET will ensure that the development of materials by service providers is based on open learning principles to enable success of learners.

DHET and Umalusi will provide an oversight role on the assessment and certification of GETCA and NASCA, while DHET and the QCTO will manage assessment and certification of skills programmes. Learners can be awarded certificates of attendance for community programmes by the responsible service providers. However, it must be noted that many programme offerings at Community Colleges may not be formal qualifications, and may also not be formally quality assured.

Use of ICT

There is little information about the current state of ICT infrastructure in the newly established Community Colleges, although it is understood that provincial departments did not invest in technologies to enhance teaching and learning (DHET, 2017). Given that the colleges are new institutions being built from PALCs that had very limited infrastructure, the development of ICT for administration, teaching and learning will happen concurrently with the development of the rest of the infrastructure in the Community Colleges. Face to face contact sessions will remain the dominant mode of delivery for the short to medium term, and ICT will be used to enhance learning.

ICT have the potential to reach those who are difficult to reach – those who are place-bound and those who cannot always afford to attend an institution on a full time basis, or those who have constraints to reaching physical institutions. In this regard, the establishment of Community Colleges should include setting up the system as an ICT enabled institution right from start, to allow students to take modules in a much more flexible way in the future.

The Open Learning Policy Framework for South African Post School Education and Training (DHET, 2017) specifies that the DHET must work with *“the Department of Science and Technology (DST) and the Department of Communications to extend the South African National Research and Education Network (SANREN) into all public TVET and CET colleges and higher education institutions to provide broadband access to all PSET institutions and campuses”* (DHET, 2017: 27). The DHET will also facilitate the acquisition of affordable mobile devices. It is important that any digital materials are developed on a universal platform so that they can be accessed on any electronic device.

ICT will be central for Community Colleges at multiple levels: at curriculum level, it is necessary for CET students to acquire digital literacies for life, and this includes basic IT skills. At an administrative level, some good information management system is required to manage data sets and student data from multiple sites. Good communication tools are also required for effective communication between main campuses and their satellites and community learning centres. At a minimum, college administration software applications should be able to export data to CETMIS.

Colleges should be able to explore the use of technology to support and enhance teaching and learning, and develop locally-responsive teaching methodologies across a range of programmes. It is noted however that teaching will be primarily face to face.

The DHET, through the NIBTT, will incorporate ICT infrastructure into the infrastructure planning of the new Community Colleges and drive the use of ICT through the pilots.

There should be wi-fi access at all CLCs.

Staffing the CET colleges

Good programmes can benefit learners if their delivery is effective and teachers have solid content knowledge and varied pedagogic skills. ABET educators have never been a stable workforce. The majority of teachers in adult learning centres are part-time contract workers without tenure. The attrition rate among these teachers is high and they resign if they are able to obtain other, more permanent work. This severely affects long-term planning. It also has serious career development implications for educators, and affects the learning paths of students. Most students in this sector study part time and their throughput is a relatively slow process which requires long-term management and planning (DHET 2013:11).

The AG report (2015) indicates that in 2012, 46% of the AET educators did not have the required post matric qualification due to a shortage of qualified staff in most provinces. There were no consistently applied basic employment conditions and there were differences in remuneration and benefits across different provinces which contributed to low morale and high staff turnover. Some of the educators who have taught in PALCs may have had teaching qualifications but not the skill level to effectively teach adults and young people who had left the formal schooling system. In order for CET colleges to offer access with success, full time, permanent posts with full benefits are needed for fully qualified lecturers in a limited number of areas. However, because of the flexibility of the programme offerings, there should also be scope for part time and fixed term posts.

The DHET has developed a Policy on Staffing norms which proposes class size norms for different programmes which shall be used for the determination of the number of educators required for each college. Colleges will decide how many permanent, part-time, and fixed term contracts they can have based on the student enrolment.

The colleges, with guidance from the regional offices, will embark on a rationalisation process to reappoint and redeploy educators in the system. The DHET will ensure that each college has an adequate number of teachers based on the norms, a principal, an administrator, a community engagement officer, and staff dedicated to student support initiatives. The DHET's Teaching and Learning development Capacity Improvement Programme will enable universities to offer qualifications for adult and community educators. SAIVCET will also play a critical role in the professional development of CET lecturers.

Enrolment in skills programmes has been very limited, and lecturers may also be limited. It would be useful for colleges to identify lecturers from TVET Colleges and other skills development providers, who can teach the after-hours sessions to increase enrolment in skills programmes that can lead to employment. These lecturers should have the expertise to teach the QCTO part qualifications. Having lecturers from TVET Colleges teach in Community Colleges will also strengthen the articulation pathways of CET College students.

Support staff are critical for college operations, and the proportion of support staff to educators has been provisioned for in the Policy on staffing norms, which specifies that 75% of the CET college budget should be for personnel, with 80% of this for lecturers and 20% for support staff. Colleges should adhere to these norms as they curb against administration-heavy institutions. Where there is need for more administrative capacity, for example during enrolment periods, additional staff can be sourced through council approval on a part time basis.

The minimum core staff for a college main campus are identified as:

- A principal
- An administrator
- A community engagement officer
- Two academic managers/planners

The principal will be responsible for overall management, which in the initial years will be largely focused on institution-building and the formation of partnerships. With the support of the CETAC, they will drive the development of learning centres in local municipalities. This will require considerable planning, financial, and strategic expertise. They will be supported by an administrator.

Community engagement officers will drive the initial community engagement. They will need excellent inter-personal skills as well as research skills, as they will engage with the different districts and establish what the needs and desires of the community are. This role will be crucial in the initial setting up of the college, and as such they could be on short-term (two year) contracts. However, it is envisaged that in the long term each community college will have a permanently employed community engagement officer. These staff will also need to play a liaison role in working with business development initiatives where Colleges have identified potential partnerships.

The academic managers/planners will vary, but will preferably be people with a teaching qualification of some kind, or experience in skills training, depending on the immediately identified main areas of need of the particular community. They will be the short term academic heads of the institution, and will be responsible for conceptualising the academic programme offerings, and, where possible, starting to teach on some of them.

These staff will be hired, initially, through the CETACs, and the DHET.

Student Support Services

The White Paper is instructive about student support at community colleges:

As community colleges develop, it is essential that they establish learner support services focusing on areas such as career and programme advice, counselling and guidance, orientation, extra-curricular activities, financial aid, labour market information, community information and links with placement agencies. The DHET will collaborate with the National Youth Development Agency and other relevant agencies to ensure the establishment of Youth Advisory Centres and contact points at community colleges (DHET, 2013: 24).

It is not clear whether PALCs have any student support initiatives, but it is clear that these are needed if students are to be successful in this sector, given the vast range of social challenges in the communities that students will be coming from. In keeping with the vision of open access institutions that are flexible and responsive, DHET will support colleges to offer the following student support services:

Type of support	Key interventions
Academic	- Admissions test at entry into college to determine academic support needed - Placement tests to determine what preparatory support is needed for success - Tuition in community's most common language of instruction - Tutorials - Provision of adequate textbooks and learning resources
Career advice and guidance	- Career guidance at entry so that students can make informed subject choices - Ongoing provision of career information including excursions to industry and inviting guest speakers who are role models in communities - Information on articulation pathways - These services may initially be provided through the regional offices and the career development services operating nationally, rather than through every Centre
Psychosocial support	- Counsellors on college campuses - Referrals to other professionals
Recreational	- In the longer-term as Community Colleges develop, they

	should develop capacity to provide sporting and recreational activities as part of building student communities. However, in many cases, it will be necessary to utilise municipal sports facilities and multi-purpose centres.
Employment services	- Development of attributes for the work place - Assistance with applications and writing of CVs - Provision of employment services agencies

A certain level of basic services, including academic, career guidance and employment support must be provided at all Colleges. Psycho-social support must also be available to students. These services are core services for a College and must be available through fiscal funding and core support staff, if only at a limited level initially. It is important to entrench these services as student success is the most important goal of the PSET system and without student support, success is minimised. Student support should therefore be a core aspect of the development of community colleges and should not be an afterthought. Student support services should be offered through some campus based services and also through partnerships with those already offering such services in the communities e.g. Department of Social Development, Department of Health, National Youth Development Agency, and other NGOs and NPOs. Colleges may need to develop or support access for students to a range of other services, such as child care for example, if there are groups of students who require it. In addition, some programmes in the long term may qualify students for other forms of support, such as student funding, and support will need to be available to facilitate this.

Governance and management

The Continuing Education and Training Act 16 of 2006 (formerly the Further Education and Training Colleges Act) provides the core legislative framework for the regulation of continuing education and training, including the establishment, governance, management and funding of technical vocational education and training (TVET) and community education and training (CET) colleges. The governance framework for Community Colleges will be informed by the principles that govern the establishment of the sector which have been outlined above, that is: accessibility, flexibility, responsiveness, and community support.

The principle of accessibility means that the governance systems and structures of Community Colleges must allow for participation and involvement by the targeted communities in the affairs of the colleges. This will engender support for the colleges by the communities concerned, which will, in turn, be an important vehicle in promoting college responsiveness to the needs of the communities that they serve. However, in order to achieve community participation and involvement, the governance framework needs to be changed over time. It is envisaged that during the first five-year phase of development, with the support of the NIBTT, an appropriate governance model (or models) for the Colleges will be developed.

Currently, governance is being conceptualised based on TVET College and University models, and these may not be appropriate for Community Colleges in the long-term.

The current nine Community colleges have all appointed their College Councils based on the provisions of the composition of the College Council in the CET Act. The current model of Council membership is premised on a 'head office' and expert-driven approach to institutional governance, with very little room provided for community participation and involvement in college governance. While this is understandable in the light of the geography and architecture of the (PALCs) model that was inherited and incorporated into the new college sector, more should be done to overcome the barriers to community engagement that arise from the governance framework as stipulated in the CET Act.

Given that the mandate of the Community College is to be responsive to the needs of the community within which it is located, the DHET needs to create a mechanism in the governance framework that to make it possible for the college Council to involve communities and other key (external) stakeholders in the governance oversight of the college. The mechanism that is required need not be *via* the direct or formal representation of these stakeholders in the Council, as this may result in a drastic increase in the size of the Council membership, giving rise to an unwieldy governance arrangement. An alternative to formal representation is the establishment of a non-statutory advisory committee consisting of representatives from the community, NGOs, local government and local employers, which would advise Council on various matters relating to community development and support. This will be explored.

In the medium to long-term, as the appropriate governance models are outlined the legislation will have to be adapted to respond to the new models.

3.6. RESOURCING

The current state of funding for adult education is abysmal. The proposals in this plan are not implementable based on current funding. If there is no significant funding injection commensurate with the objective of growing the sector to 1 million enrolments by 2030, then this plan will not be implementable, and many South Africans will remain with no education and training options. Establishing a new institutional form, with meaningful programmes, adequate infrastructure, student support services and qualified and adequate staff requires a dedicated and high-level support team and substantially more funding than is currently being invested in the sector. The objective is to achieve growth while improving quality, and to achieve the impact that the sector should, there is no time for slow growth.

The following proposals for resourcing the sector will be implemented:

- The DHET will source a substantial amount of funding for the pilots. The funding required should cover adequate compensation of properly qualified lecturers, basic infrastructure as outlined in the section on pilots, learning materials, provision of diversified programmes, and monitoring and evaluation.

- The fiscal budget should be increased as quickly as possible, starting with an increase to at least 3% in the immediate term. Specific percentages of the fiscal budget should be ring fenced for personnel costs, curriculum development and materials, infrastructure, research, monitoring and evaluation.
- Resourcing the Community Colleges should both be financially and through making facilities available to ensure efficient use of space. Other PSET institutions as well as municipal spaces should be used for instructional and other purposes. The DHET and CETACs will negotiate with municipalities and the Department of Public Works in this regard.
- Financial resourcing shall come from the fiscus, SETAs, and the National Skills Fund.
- Tuition in Community Colleges will be predominantly free.
- Colleges will generate funding through charging fees to students on programmes like EPWP, CDW where training is a funded part of the programmes. Employees who are being trained as part of a block agreement with the employers should have their fees paid by the employer who will be getting the mandatory grant from SETAs. Colleges should also be positioned to offer training for government development programmes. This includes programmes initiated by the Departments of Rural Development and Land Reform, Agriculture Forestry and Fisheries, Trade and Industry etc. Reserves generated from provision of paid training should be utilised for the development of the colleges.
- The DHET will develop standard templates for financial reporting that will enable it to monitor the financial health of colleges and intervene timeously where necessary.

3.7. LEGAL AND POLICY IMPLICATIONS

There is currently a range of legislation and policies that make provision for the establishment of institutions and quality assurance of programmes for education and training for adults and out of school youth. These include:

- Continuing Education and Training Act, 2006 (Act No. 16 of 2006)
- General and Further Education and Training Quality Assurance Act, 2001 (Act No. 58 of 2001)
- Further Education Training Act 98 of 1998
- Further Education Training Act 16 of 2006
- Further Education Training Section 78 Bill of 2011
- New Institutional Landscape National Plan for FET Colleges in South Africa policy of 2008
- Higher Education Act 101 of 1997
- Skills Development Amendment Act 37 of 2008
- Skills Development Levy Act of 1999
- Skills Development Act 97 of 1998
- National Qualifications Framework Act, 2008 (Act No. 67 of 2008)
- National Skills Development Strategy (2000-2005, 2005-2010 and 2011-2016)

- National Youth Development Agency Act 54 of 2008
- Non-Profit Organisation 71 of 1997 Act

What is required is a new act of parliament, which references these as appropriate, and does away with them as appropriate, but creates the new institutional form, in order to have, in the long term, a new institutional type. This new legislation will create the legal basis for public Community Colleges. However, it also needs to recognise the existence of a diverse range of provision, and to find ways of enabling the DHET to support NGO and CBO based provision, as well as provision by other government departments, without the expectation that these institutions would have to meet a complex set of registration criteria, as is the case for private schools, private TVET colleges, and private higher education institutions. However, the precise nature of legislative changes necessary will emerge during the medium term as the pilot projects develop.

The national DHET will therefore create a new legislative framework by 2025, doing away with some legislation and cross referencing others, in order to create the basis for autonomous institutions. There is also need to check the new policy to ensure that there is consistency across policies and that policy ambiguity and contradiction is addressed.

3.8. PILOTING DIFFERENT APPROACHES

The proposals made for the development of Community Colleges in this section are new and their feasibility needs to be tested through pilots before they are refined and finalised. This will be done in a spirit of experimentation and openness, which will inevitably lead to both failure and success. Pilot projects in a range of areas will be implemented within the framework of the Community Colleges being established, and to support the long-term development of the Colleges.

Pilot projects are expected to run from 2018-2022 and are intended to establish the feasibility of the proposed architecture of community colleges required for a differentiated and responsive set of programmes. There shall be a dedicated monitoring and evaluation plan for the pilots for adaptive management so that the models that are deemed feasible at the end of the pilot have been adjusted throughout the pilot to address any problems that may hamper the effectiveness of the model.

While acknowledging the fiscal constraints, in order for pilots to be useful, they have to be implemented at a scale that enables credible lessons to be learned. In this regard, location of Colleges where pilots will take place has to be spread across urban, peri-urban, and rural areas in each province. Specific geographies where specific skills can be developed in particular aligned to other government development priorities, e.g. implementation of the small-scale fisheries policy, will also inform the selection of geographic area for pilots. The DHET, working with the NIBTT, CETACs and College Principals and with Council approval, will ensure the following conditions and processes at each of the identified pilot sites: The

preparation for running the pilots should take place in 2018 and pilots should be run from the beginning of 2019 to the end of 2022. A range of different pilot projects will be necessary, to ensure that different programme models can be tested.

System Aspect	Process/conditions
Infrastructure	Each of the pilot sites should have basic classrooms with the necessary furniture, a library, administrative facilities, reading rooms, a sick room, computer facilities, and the equipment needed for the skills programmes that will be run, e.g. a yard with bricks for brick laying programmes, a chicken coup for a poultry project etc.
Programmes	The NASCA and GETCA will be offered, as well as skills programmes determined using the municipal IDP and information on skills on demand from the list. Community programmes will be determined based on engagement between CDW and the community. Partnerships with providers in the community should be entered into for community programmes. Also partnerships should be entered into for EPWP programmes, incubation centres and others.
Learning materials	Requisite learning materials should be provided for the programmes on offer. Open learning principles will be promoted,
Staff	Qualified staff should be sourced for the pilot sites, and professional development programmes must be established for top up skills.
Student Support	At a minimum, student support initiatives should include career guidance at enrolment, placement tests to determine student placement, peer tutoring, student counselling. Partnerships should be entered into with an employment placement agency and Department of Social Development for counselling.
Governance	- Councils to establish non-statutory advisory committee consisting of representatives from the community, NGOs, local government and local employers, which would advise Council on various matters relating to community development and support. - Roles of council to be clarified - Roles of principals to be clarified
Partnerships	- Partnerships are key to the development of this sector and the NIBTT's first task regarding partnerships is to develop a costed business plan for the pilots and source funding from

System Aspect	Process/conditions
	SETAs, the NSF, municipalities and business. - The NIBTT will also immediately elicit the support of the municipalities in the pilot sites. - Municipalities will need to show commitment in specific aspects of the development of community colleges, and include this in the IDPs. - Commitments will also be sought from other relevant partners.

The GETCA and NASCA are year-long projects and the pilot sites will strive to ensure graduation in these programmes in a maximum of the two years for the pilot. Other success indicators will be developed against which to judge the success of the pilots.

3.9. PLANNING, MONITORING, AND EVALUATION

The pilots are going to be implemented as intervention models, so, the development of Community Colleges will be based on developing the entire sector with specific treatment on the selected sites. In this regard, although the monitoring and evaluation of Community Colleges will be integrated in the system plan, evaluation for the pilots and sector development will be utilisation focused and will be more frequent than for the rest of the system, to avoid wastage. The planning of pilots should therefore include a rigorous impact evaluation design which can compare pilot sites and other sites which will be regarded as control groups. While the proposals in this plan will be implemented across the sector, there will be closer monitoring and adaptive management in the pilot sites. DHET will employ an evaluation service provider to evaluate the piloting and sector development in from the beginning of the pilots. The Community College Institution-building Task Team and other M&E experts co-opted into a reference group will provide oversight for the evaluation.

The evaluation team will develop impact indicators for the implementation of proposals for the Community College sector against which success will be measured. Baseline data will be collected for the entire sector at the beginning of 2018. There will be quarterly monitoring visits followed by stakeholder engagement and inputs for adaptive management with support to be implemented in pilot sites. Although adaptive management is expected at the control sites as well this will not be supported.

The summative report will enable firm decisions to be made about interventions for the development of the sector that will improve learning and exit outcomes and the DHET will use the lessons learned from the pilots to review the proposals for the Community College Plan.

3.10. IMPLICATIONS FOR STRUCTURE AND FUNCTIONING OF DHET

The Ministerial baseline report on the state of AET (2014b) highlighted that in 2014, the Department's AET Unit was ill equipped to effectively provide system leadership and expertise that is required to grow and develop the sector. At that time, there were only nine staff members comprising a director, deputy director, assistant director, admin support, an intern and a personal assistant.

Community education is now a full branch of the DHET, led by a Deputy Director General, and constituted by four sub-programmes: Programme Management: Community Education and Training; Community Education and Training Colleges Systems Planning, Institutional Development and Support; Financial Planning; and Education and Training and Development Support. Clearly, in order for the Branch to support the CETACs and Colleges in achieving the goals of expanded access and success, a qualified, larger team is needed in the CET Branch. The team is still very small and an organisational development review process will follow the adoption of the plan to determine the optimal number and skills requirements for a CET Branch to effectively support the development of community colleges.

CHAPTER 4: TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING

4.1. INTRODUCTION

The White Paper on Post-School Education and Training (the White Paper) describes TVET Colleges as the cornerstone of the Post-School system for South Africa and proposes that the public TVET colleges should expand to absorb the largest enrolment growth in the sector over the period to 2030, totalling an enrolment of 2.5 million students by 2030. The National Development Plan also situates TVET Colleges as a critical pillar of the emerging post-school system and vital for social and economic development.

This proposed expansion is based on the need to increase the numbers of students outside of the higher education system, the need to offer more mid-level technical and occupational programmes for the growing numbers of young people leaving the schooling system, and the need to expand TVET programmes that will allow more students to qualify in areas that will articulate directly with the world of work. Enrolment growth has been rapid since the recapitalisation of the TVET (formerly FET) colleges, almost doubling between 2010 and 2014, but slowing down recently in response to funding and capacity constraints.

To address these constraints this proposed expansion must take into account the severe systemic weaknesses that exist and implement measures to overcome these challenges, including: the development of sustained, coherent sectoral planning; implementing a set of qualifications and curricula that are fit for the purpose of TVET in a changing economy and world of work and are responsive to regional or national demand; improved throughput rates and labour market outcomes for TVET students; realistic-funding of the system in line with growth targets; strengthened relationships between public TVET colleges and employers; and a streamlined process for supporting staff, management and governance structures.

TVET is a high priority for government and substantial transformation is needed. The focus on the sector since the recapitalisation of the public TVET colleges, and a range of intervention programmes since the creation of the DHET, including the Turnaround Strategy have led to some positive changes in TVET that are starting to show results. The sector must build upon its existing strengths, but growth must be realistic. The public TVET Colleges cannot be expected to improve capacity and quality without adequate planning, support and resourcing. Despite a range of interventions in the system since the creation of the DHET, the system has been asked to do too much, too fast, with too little support. Any proposed expansion has to be built on improved capacity and performance, and both these projects require significant new investment in a chronically underfunded area.

The White Paper provides a positive policy environment for the rejuvenation of public TVET Colleges which are the main focus of this chapter. There is a renewed

interest in this important sector, with a recognition that substantial transformation is needed.

This is a 12 year plan that will position the TVET sector as central to the development of a stronger PSET sector, more responsive to the needs of youth. However, it is also recognised that there may be a need for some immediate stimulation in the sector, to support/catalyse/kick-off the Plan. In this case, a short-term (1 year) Operation Phakisa, proposed to rally around the long-term vision for TVET, with injections of funding in key priority areas that will catalyse the transformation of the sector. The TVET branch will draw on the sequencing of the Plan to identify the key strategies to include in the immediate term under the banner of a Phakisa (or another such stimulating structure). The focus could be on developing and introducing a small number of new occupational and higher certificate qualifications and conducting intensive staff development and support materials development, which will stimulate the role of SAIVCET. The Centres of Specialisation project could also be used to stimulate these programmes, although the focus programmes should also include programmes in the business and hospitality (including tourism) areas and not just in the engineering-related qualifications. Further there is a need to ensure that the programmes selected relate to the broader definition of demand outlined in this plan: this includes a focus beyond critical and scarce skills to those qualifications which enable larger numbers of individuals to access employment as well as those qualifications that are central to social development. It follows therefore that programmes selected should be directly linked to economic growth areas both nationally and provincially.

The TVET plan proposals included in this chapter are strongly inter-dependent, and together will gear the system up to become more successful. No one initiative can stand alone: the need for better enrolment planning will allow for purposeful decisions about areas of specialisation in colleges and will ensure funding is targeted and purposeful, guiding growth over time into the new qualifications, without cutting out immediately opportunities that are currently in place. Wherever possible, the sub-system needs to avoid working according to short-term or ad hoc projects, unless they are explicitly linked to the longer-term development of the sub-system.

The following table provides a summary of the proposals for an expanded, effective, and successful TVET sector operating as part of an integrated PSET system.

Focus area	Key proposals
Programmes	The public TVET Colleges will offer four sets of programmes, namely occupational programmes, the NCV, Higher and Advanced Certificates, and foundational programming. Occupational programmes will be offered as National Certificates at Levels 2 to 4. Some NCVs will continue but others like engineering will be replaced by occupational programmes. Higher certificate qualifications will be primarily for preparation into the world of work. The DBE and DHET will continue with discussions on how the NSC and the NCV can be streamlined and offered.
PQM and Enrolment Planning	Enrolment planning will be determined in three year cycles, with annual internal reviews to address any necessary changes. Enrolment planning will be informed by PQM that is nationally, regionally, and locally responsive.

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Focus area	Key proposals
	Determination of PQM according to this criteria will result in a differentiated college system. Criteria for approval of PQM will be developed and will include college physical infrastructure and staff capacity to offer the intended programmes successfully. The DHET will review and approve PQM. Core programmes to be offered will be funded by the fiscus for the agreed number of enrolments and some portion of the funding will be used for responsive programmes that may not attract high volumes of students. Programmes will also be funded through SETA funds and the NSF.
Building the capacity of the sector	Strengthening programmes will go hand in hand with institutional strengthening in the areas of student support services, lecturer and staff development and governance. Student support focusing on academic support, career guidance and psycho-social support will constitute the core of student support in all colleges. These areas will be funded, prioritised according to each college's student needs, and norms for the provision of student support services will be developed. Support services offered to students will be evaluated and improved accordingly to improve student success. Lecturer development will focus on the development of new lecturers, based on information on demand, as well as the professional development of lecturers in service. The focus of the training will be on theory and technical competence of the subject matter, as well as industrial experience. It is also essential for lecturers to acquire skills in technology integration for teaching and learning. Staff development will also focus on development of college councils, college management, and college administrative staff. A key focus of capacitation of college management and governance structures is on understanding of enrolment planning and PQM.
Modes of delivery and technology	Delivery of programmes will be "dual system" based allowing for the flexible rotation of learners between colleges and workplaces utilising a NOCC for each occupation to optimise the progression achievement of competency levels of learners and ensuring an integration of learning into a workplace. This is already being spearheaded through the work of SAIVCET and the pilot A21s, initially in collaboration with Centres of Specialisation project but progressively expanded to all occupational qualifications. Colleges will at the minimum have the technologies being used in the workplace, which will be acquired with the assistance of SETAs and industry and in some cases will be acquired collaboratively by colleges that can share these technologies. The Centres of Specialisation specifically will have modern technology being used in the workplace. All colleges will have reasonable bandwidth to enable use of technology to enhance teaching and learning, and this will be enabled through SANREN. In the short to medium term, technology will be used in blended learning with a predominantly contact component to enhance teaching and learning.
Workplace based learning	Workplace-based learning is an integral aspect of TVET, and multiple efforts will be pursued to improve access to workplaces as the ideal for student access to the practical component of their programmes. Stimulation of employer participation will be through funding from the skills levy and other incentives to employers like tax breaks and SDL exemptions will be considered. However it is critical that funding is a seamless process that

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Focus area	Key proposals
	“joins up” fiscus and levy funding into a single total amount of money that allows a student to start a complete both institutional and workplace based components of a programme without interruption. The current TVET College funding mechanism that “part” funds a student with NATED or NCV programmes without a link to an employer is one of the biggest single causes of the poor quality of throughput and separation of the TVET system from industry and needs to be urgently rectified. Some key policies that hinder uptake of students for WPBL by employers like COIDA and LRA will be reviewed and amended. Enabling legislation like the BBBEE will be revised to ensure that the skills development code will be awarded more credit for companies that offer WPBL opportunities. Given the current reality of limited availability of WPBL, where it is agreed with the QCs, simulations will be used in place of WPBL, where such are perceived to be optimal for students to acquire the intended skills.
Resourcing	The strengthening of TVET colleges can only happen if fiscal funding to the sector is increased, and increases in funding can be phased in over a number of years. Increases in funding will also be aimed at eradicating provincial disparities <i>inherited</i> by the DHET during the function shift. Critically: - Budgeting and norms for colleges should consider the key components for strengthening the sector - staffing, student support services, programme development, LTSM, examinations, information systems, evaluation and research, capital equipment and infrastructure. - Enrolment planning will be linked to available funding in the MTEF and DHET will review the financial sustainability of enrolment plans. - Data systems for funding for students will be aligned to ensure proper accountability and efficiency utilisation of financial resources. In this regard, the management information systems for TVET colleges should be aligned to those of SETAs and higher education.
Infrastructure	The focus in the short term is the completion of the three campuses under construction at Thabazimbi, Nkandla and Bambhanana. In the current climate of fiscal constraints, the focus should be to maximise the use of available infrastructure, rather than building new colleges. TVET infrastructure enhancement will be achieved as follows: - Centres of specialisation will provide training spaces with high tech equipment that can be accessed for training for specific trades. These COS can be used by other colleges for specific curriculum needs without duplicating what they have in all the colleges. - Infrastructure sharing will be incentivised both across the public TVET system, State Owned Companies, government departments across all three spheres of Government and the private sector. - Timetabling will ensure that colleges are used from the morning to the evening and during weekends, also to accommodate working students. - Reprioritisation of the capital infrastructure replacement funding will be capped so that these funds are used for their purpose. Any reprioritisation would have to be approved by DHET. - SANREN will continue to improve campus connectivity. - Private providers will be incentivised where they can make infrastructure available to TVET colleges, e.g. training spaces.

4.2. OBJECTIVES OF THE TVET PLAN

The Plan argues for more cautious and contained growth in enrolment, setting out clear strategies for changes to the public TVET system in particular, addressing all of the areas of weakness as outlined above. It sets out a coherent roadmap for the effective development of this sector, taking into the account the vast scope of changes necessary, and the need for careful transitions. The NDP and White Paper enrolment targets will not be met by 2030.

Ultimately, the strategies attempt to balance working towards a vision of a significantly expanded and improved TVET sector, while taking account of the need to reverse chronic under-performance and grow capacity, within a severely constrained fiscal environment and a complex post-school system. We must build realistically on the gains made in the TVET sector, without crippling it with unrealistic expectations and pressure from a range of interventions that are not aligned to an overarching strategy.

The vision is therefore of an expanded and strengthened TVET sector providing quality technical and vocational education and training that prepares students for the world of work. The world of work is understood here as being broadly defined, encompassing formal employment, self-employment and other forms of work. The primary purpose of TVET is understood in this chapter as providing mid-level skills for the world of work, which means providing skills that will enable students to access the world of work because they have specific and generic technical and vocational skills. It is based on this understanding of the purpose of TVET that the proposals for the TVET sector for the NP-PSET are framed.

4.3. KEY PILLARS OF THE PLAN FOR AN EXPANDED AND STRENGTHENED TVET SECTOR

Five pillars will inform the development of the TVET sector to lead to its expansion and strengthening up to 2030. These five pillars constitute a realistic and achievable approach to the development of the sector, informed by the policy goals expressed in the White Paper.

a. Developing and delivering more meaningful Technical and Vocational Education and Training opportunities through TVET colleges:

A pivotal focus of this Plan is to develop the TVET sector into one that is offering fit for purpose qualifications, that are responsive to the needs of school-leavers, to the demands of the world of work and are responsive to regional and national skills demands, to design and develop fit for purpose qualifications that improve outcomes in the world of work, and to put in place mechanisms for effective programme and enrolment planning in support of programme delivery. Cognisance must be taken of the changing world of work with the emergence of the 4th

Industrial revolution and how that will impact on the type and content of programmes offered at Colleges.

b. Building the capacity of the sector to support more meaningful provision:

The Plan puts in place a range of strategies that will focus on building the overall institutional capacity of the TVET sector to support improvements in qualifications and enrolment planning. The weaknesses of the schooling system that affect the entire PSET sector also need to be addressed at TVET level, and the chapter puts in place strategies for improving student support services. Lecturers are recognised as a vital part of improving the public TVET sector and the focus on the professional development and initial training of TVET lecturers is part of this. Overall staffing of the public TVET sector is recognised as central to the development of the sector, and includes a continued focus on building institutional capacity through management and governance improvements, including financial and human resource management capability. The sector needs strong institutions, staffed by administrators and lecturers with appropriate skills who are supported to fulfil their roles effectively. Infrastructure and facilities must support the provision necessary and continuous improvements in the governance of Colleges to support development will be necessary.

c. Strengthening workplace-based learning:

Opportunities for real workplace based learning are critical to good TVET systems, as international experience shows. As the White Paper indicates, a focus on developing the TVET sector will require substantial effort to strengthen workplace-based learning opportunities for TVET students, which includes developing stronger relationships between TVET Colleges and employers, building occupational qualifications as an integral part of the TVET offerings, as well as simplifying the processes relating to workplace based learning. This is also part of the shift from FET Colleges to TVET colleges, and is linked to the development of new TVET qualifications to support the mandate shift. A range of strategies are proposed in the Plan to strengthen workplace-based learning in the TVET sector, which will be essential to strengthening the responsiveness of the sector and improving exit outcomes into the world of work for **students**

d. Resourcing:

In order to grow, strengthen, improve and develop, the public TVET sector will need adequate and appropriate resources to support the implementation of proposals outlined in the Plan. The current under-funding of the sector in relation to policy goals is well documented. There is little doubt that achieving the policy goals for TVET and the implementation priorities set out in this Plan will require additional funding. However, it will also require more efficient use and management of funds, joined up funding and planning cycles to allow for effective use of both fiscal, levy and student funding to support TVET programmes, and appropriate funding frameworks to support the development of the sector.

e. Other mechanisms to support the transformation of TVET: monitoring, policy and legislative change, and data improvements:

Work will need to be done in a range of areas to support the transformation of the TVET sector. The Plan proposes an improved monitoring and support system at regional and national levels, drawing on improved data collection systems, differentiated indicators that match the roles and responsibilities of campuses and colleges within a diverse TVET system, and an overall improved sector capability to understand and measure the success and improvements in the TVET sector, particularly the public Colleges. In addition, the Plan signals a number of areas where policy shifts and legislative changes may be necessary. This is based on an approach that recognises that policy and legislation must support the long-term development of the sector. Meaningful changes must be enabled and not constrained by legislative provisions.

4.4. BACKGROUND AND OVERVIEW OF THE TVET SECTOR

The economy, labour market, and the world of work: implications for TVET:

[note that this section needs further development]

Countries with strong TVET systems have a good relationship between industry and TVET institutions. It is also the case that TVET plays a particularly important role in directly linking the labour market to intermediate technical education. This raises specific questions about the kinds of intermediate skills needs in the South African economy, and the responsiveness of TVET colleges to economic and labour market demand.

Although policy discourse often positions TVET as critical for economic growth as it should provide the necessary technical skills for industry and the formal workplace, the relationship between economic growth and skills is complex. Equally complex is the relationship of employment to economic growth. It is not guaranteed that expansion of an economy results in an increase in employment. In fact growth in economic productivity and GDP can occur while employment decreases, as has sometimes been the case in South Africa. While real GDP growth has grown over time, and the demand for certain types of labour has increased, this has not always resulted in concomitant growth in employment, as employment-intensive growth is not guaranteed and depends on the nature of changes to the economy. Also notable is that employment growth has tended to be below the level of economic growth, in periods where the economy has grown, such as between 2002 and 2008. This trend has continued in the period since the global recession of 2008. On average between 1970 and 2015 a one percent increase in GDP led to about a 0.5 % increase in employment.

South Africa faces the twin challenges of competing in a global competitive environment with increasing requirement for high skills, while operating in a local context with low-wage jobs and a low skills base. The country needs employment-

intensive growth, but this has not been happening. Economic growth has largely been driven by capital intensive industries in the tertiary sector and productivity and jobs have decreased in labour-intensive industries in the primary and secondary sectors (manufacturing, agricultures, mining). Unemployment has grown, with 3.2 million NEETs in 2016, and many who have low levels of education.

There has been a long-term steady increase in employment growth, but this has not been rapid enough to absorb the increases in labour force participation. Since the early 2000s, the demand for skilled labour in the services has been increasing, and jobs for unskilled workers in the agricultural and mining sector have been shed. The net effect has been a widening employment gap between the skilled and the unskilled. This means that contemporary South Africa faces the dual challenge of having a low employment to population ratio and high levels of inequality, and analysts have shown that South Africa's growth is less inclusive than other developing countries. This is likely to continue without policy shifts being made and in an economy in recession.

In the long run, estimates of potential growth rates vary between 1.3 % and 2.1% per annum. This implies that demand for employment should grow by roughly 0.6 to 1 per cent each year². Demand for skills could grow more quickly as the economy becomes more skills intensive but this also depends on which sectors grow the fastest.

TVET has a big role to play in provision of skills for the success of many government programmes. However, there are several weaknesses endemic to the TVET sector, for example, the sector does not have strong data management systems that can account for the enrolment and exit at different parts of the sector. Work is being done here, however, and a unit record data system will soon be introduced which will allow for proper cohort studies to be conducted. There is no integrated information available on how many TVET students are enrolled at school level, through the SETA system, at TVET colleges, and at universities. Labour market analysis shows that job prospects for a TVET College graduate are comparable to (but not better than) those for a matriculant, at 50%. This means that TVET Colleges do not add substantial value to the opportunities for prospective labour market entrants.

Changes in the South African economy

[note that this section needs further development. This section may also need to be moved to the introductory chapter for the Plan as it relates to the whole PSET system]

The structure of economies are dynamic and changes over time, impacting the work force required for the world of work. For this reason, it is not possible to train specifically for certain types of jobs, but for knowledge and skills for value chains, i.e. for the workforce to be able to adapt their skills and knowledge across different

² This value is calculated through multiplying the potential growth rate (here 1.3 and 2.1 per cent) by the responsiveness of employment to growth (0.5).

economies. For example, the use of information technology requires competencies across all economic sectors, and while training cannot cover all economic sectors, IT-skilled people should be able to work across a range of economic sectors based on the knowledge and skills gained from their training. For knowledge and skills to be transferrable, they need to be broad, and not focused narrowly on specific jobs or workplaces.

There was an inflection point in the mid-1960s, when the primary sector started a declining trend and the tertiary sector began growing relatively faster³. This could be explained by how consumer demand for products and services may vary as their income increases. This relationship is typically referred to as income elasticity of demand. Services in many areas tend to have positive income elasticity. As South African incomes rise, more services are demanded at each price level. In contrast, agricultural and manufactured goods have a negative income elasticity. As incomes rise, consumers will purchase less of these products as a proportion of their total spending. This means that as consumers experience an increase in their income, they are likely to increase their purchases of services and buy fewer agricultural and manufactured goods. For example, for the very poor, food is their main expense. As incomes increase, consumers might spend a smaller share of their income on food, and start buying products that they could not afford before, such as cell phones or insurance. Because services have a high income elasticity of demand, they make up a larger and larger portion of an economy as it becomes wealthier. Similarly, agriculture and manufacturing make up a smaller share.

Another potential explanation for the increased share of the services sector is technological change which has greater impacts on some sectors than on others. For instance, improvements in information technology have had a greater impact on the services sector than on agriculture, leading to more growth in services.

In 2016, the tertiary sector contributed nearly 70 per cent of GVA. This sort of economic structure, with very high levels of Gross Value Added by services and a declining share from manufacturing, is usually only seen in advanced economies.

Labour demand is also influenced by the extent to which different sectors need labour to increase production, and in this regard there is a trend to capital and machinery intensity, and the need for higher skills to support increase mechanisation. In agriculture and manufacturing these trends mean that the demand will continue to be for skilled workers who can work with machinery. There are only limited opportunities for unskilled workers in agriculture, mining and construction and these are declining. Overall, there is a growing demand for higher levels of skills and this will continue. The TVET Colleges inevitably have an important role to play in providing opportunities for labour-market-relevant skills.

³ The primary sector extracts resources, the secondary sector produces goods and the tertiary sector provides services. In South Africa, the tertiary sector has made up the largest part of the South African economy for decades.

There is little certainty about the full effects that growth in sophisticated digital technologies will have on employment and work, but there is agreement that they could significantly change these areas, as jobs are increasingly replaced by machines and artificial intelligence. What is certain is that workers of the future will need technological skills and the ability to adapt to fast-changing work environments.

Another trend is the growth of the informal sector of the economy, although it can be argued that this has been stunted relative to other developing countries because of structural inequalities (such as the inequality in land ownership and capital-intensive nature of the manufacturing sector). There has also been growth in informality of employment in formal sectors of the economy, such as construction and civil engineering. While there is a growth in employment through SMMEs, there are many challenges in sustainability of this sector and its longer-term labour absorption capacity.

While it is difficult to make long-term skills predictions given the uncertainties of economic change, there are some key points:

- There is overall demand for more intermediate and higher-level skills across all sectors of the economy;
- Even if the South African economy is able to create jobs in more labour-intensive industries, the skills levels required will increase, and technical training needs will grow;
- Workers require increasingly flexible sets of skills,
- All workers will require some level of competence in digital and communication and information technologies;
- Workplace based learning is critical for good quality technical and vocational education and training, as learning on the job is as important as theoretical learning;
- There is a need for awareness of environmental and sustainable work processes to reduce carbon footprint – a green economy will require different kinds of skills which will require teaching to be different;
- Given the uncertainties in the job market and difficulties in predicting the demand for jobs, there must be efforts to strengthen education and training opportunities for the most economically marginalised and excluded, with a focus on supporting people to create and sustain informal employment opportunities.
- There also needs to be some comments of changing world of work and 4th Industrial Revolution in this section ...

The history of TVET in South Africa

[Note that this section needs further development]

TVET colleges have evolved from a past of training white workers in the segregated apartheid dispensation to being transformed institutions focused on providing intermediate qualifications for the world of work. This transformation was driven by multiple legislative and structural reforms. The legislative reforms include the FET Act of 1998, which made provisions for the establishment, governance, and funding

of FET colleges and the reregistration of private FET Colleges. The Act also made provision for redress and restructuring of programmes. The Act envisioned an integrated FET sector, which meant dealing with the schooling FET level as well as the college sector, a vision which was never realised because of the massified schooling system and a small college system with specialised technical training requirements. Furthermore, national and provincial Departments of Education had established separate administrative directorates for schools and colleges which also made the envisaged integration difficult. The SAQA Act 58 of 1995 which had mapped education levels on the NQF created further problems for FET colleges as placing colleges in the FET Band led to resistance to college programmes, which were regarded as equivalent to schooling qualifications. This caused confusion in the general public about why post school students would be offered qualifications at the same level as that which they had already completed in school.

The FET Act of 2006 attempted to address the ambiguities and limitations inherent in the FET Act of 1998, particularly to differentiate between FET in high school and TVET Colleges. The distinction was made that TVET colleges would offer intermediate and high level skills to students from the age of 16. The Act also provided for the employment of lecturers under the college council, rather than the Employment of Educators Act under which school teachers were employed. This reform resulted in lecturers losing their civil servant status and led to huge staff turnovers.

As provincial competencies managed by provincial Departments of Education, capacity and resources were highly differentiated across the provinces, resulting in uneven implementation of policy.

Legislative reform also impacted on the curriculum. In 2007, the NCV was introduced and was intended to replace the Nated programmes. This did not materialise as the NCV experienced huge dropout rates and low throughput because of the high cognitive and assessment demands it placed on both lecturers and students. In 2010, the decision was made to continue with Nated on the basis that employers would pay for students on these programmes, a decision that was revoked in 2011 when the DHET agreed to fund Nated programmes.

In relation to workplace-based learning (WPBL), for decades, the majority of artisans and technicians in South Africa were trained by public entities such as Eskom, Iscor (as it then was), SAR&H, the Department of Public Works and the defence force, whose mandates specifically required them to train beyond their own needs and they received tax breaks and indirect subsidies to do so.

When, as frequently happened, the numbers so trained were too small to meet the needs of the economy, or skills outside those organisations' areas of expertise were required, the gaps were filled by state-sponsored immigrants from Europe. The result was that the private sector seldom had to train to meet even its immediate skills requirements, as the government would supply more – at state expense, when required. This contributed to a skills crisis after 2001, when state-sponsored immigration had ended and the state-owned enterprises, having been privatised, cut

back drastically on training in order to improve profitability. It also partially explains why private-sector employers usually view training as a cost to be minimised, rather than as an investment to be maximised.

The picture is more complex than this, however, as research into the utilisation of the skills levy shows that in some instances the private sector is spending considerable amounts on training, and there are many partnerships between TVET colleges and industry although such partnerships exist within a policy vacuum that allows flexibility but can also result in abuse and corruption. A formal public – private – partnership policy needs to be developed to guide all such partnerships across the TVET system. The continued change of qualifications and curricula over the past 20 years was necessary, but has destabilised the system in some instances, and broken down trust in ‘tried and tested’ qualifications.

Policy Imperatives

The White Paper on Post-School Education and Training positions TVET colleges as central to the creation of a more integrated post-school system, targeting public colleges for the greatest growth in enrolment, and setting out a broad set of goals for the improvement in quality and responsiveness of public TVET in particular. The TVET system must articulate with schools, with workplace training opportunities (in particular those supported through the skills development levy sector), and with the higher education system. TVET opportunities must be better informed by skills demands in the wider economy, taking into account both regional and national skills needs, and they should become more responsive to the needs of school-leavers and young people who are not in education, training or employment.

A key policy goal is to strengthen integration and articulation of TVET with the rest of the post school system. The key role of TVET in developing intermediate skills is also referenced in other key government policies, strategies and frameworks as elaborated in the table below.

Policy/Strategy/ Framework	Provisions on policy goals/Implications for TVET
National Development Plan	Advocates expansion of access to TVET for those who have left school early and those who cannot access university education to improve participation rate in TVET. Also emphasises that the skills accord signed by unions and the private sector should be used as a mechanism to provide internship opportunities to increase the number of artisans for the country.
National Skills Development Strategy III	NSDS III highlights that broadly, TVET colleges have a central role to play in the skilling and re-skilling of youth. Specifically, goal 4.2 highlights that TVET has a role to play in increasing access to occupationally directed programmes to address the low pool of intermediate skills in the country. Goal 4.3 emphasises the need for TVET colleges to be responsive to sector, regional, and national skills needs and priorities.
HRD Strategy	While the provision of skills for priority areas is a key strategic focus for TVET in the HRD Strategy, Strategic Priority 1.1 is aimed at accelerating training output in the priority areas of design engineering and artisanship. Strategic Priority 4.3 speaks directly to accelerating participation and graduation rates in TVET colleges for

Policy/Strategy/ Framework	Provisions on policy goals/Implications for TVET
	students coming from poor families or households.
MTSF 2014 - 2019	The role of TVET in producing artisans to meet the needs of the growing economy is stressed. A target of 24 000 artisans per annum by 2019 will not be achieved if the quality of TVET colleges is not improved through improving administration and increasing the number of qualified lecturers, as well as exposing lecturers to the workplace.
New Growth Path	TVET colleges have a central role in providing mid-level skills for young people, and there is need for expansion of these colleges. Quality improvement is necessary to improve the success rate in colleges. Proper resourcing for the sector will lead to its strengthening. A mechanism for strengthening of colleges proposed in the Skills Accord is the adoption of FET colleges by businesses for better alignment between college offerings and industry needs. The Youth Employment Accord emphasises the expansion of TVET colleges to build a stronger vocational and technical skills base for youth. The Accord also commits to the provision of work placement opportunities for TVET students by state owned enterprises. The Green Accord highlights that TVET colleges are important for providing skills for the green economy and to this end the knowledge base of lecturers on the Green economy need strengthening.
National Infrastructure Plan	TVET colleges have a role to play in the supply some of the skills needed for the 18 strategic integrated projects (SIPs). Thirteen priority trades on demand have been identified for infrastructure programmes and other programmes such as War on Leaks and the Phakisa programme on the new ocean economy. Selected TVET colleges are being designated as centres of specialisation for the provision of QCTO developed programmes for the 13 priority trades.
Industrial Policy Action Plan (IPAP)	Proposes the development of a dedicated National Development Artisan Programme to support priority manufacturing sectors. This requires expeditious design and accreditation of occupational programmes through the QCTO, as well as well-resourced TVET colleges in terms of staff, equipment and machinery, to deliver quality programmes.

Shape and size of the TVET sector

The TVET sector is diverse and comprises provision that is both public and private. The types of institutions include the 50 public TVET colleges, private colleges, and training centres in state-owned companies and in the private sector. Public Universities are also playing an increasing role in the TVET system, in particular in occupational areas where public TVET Colleges have no capacity such as in renewable energy and water resource development. TVET also takes place in private and public assessment centres and is offered by a range of skills development providers. The sector as understood broadly, also includes TVET that takes place in schools through technical and vocational subjects across the schooling system, and in universities (particularly universities of technology) and in dedicated occupational colleges. While the plan recognises the huge scope of different types of technical and vocational education, the core focus of this chapter is on intermediate or mid-level education and training and in particular on the improvements proposed in the public TVET college system. While the public TVET colleges do not encompass the full

range of TVET opportunities, they are at the centre of the drive for a rejuvenated public TVET sector, as outlined in the White Paper on Post-School Education and Training.

Supporting institutions and bodies include the Quality Council for Trades and Occupations (QCTO), the National Artisan Moderation Body (NAMB), the South African Institute for Vocational and Continuing Education and Training (SAIVCET), the Sector Education and Training Authorities (SETAs), and the National Skills Fund (NSF).

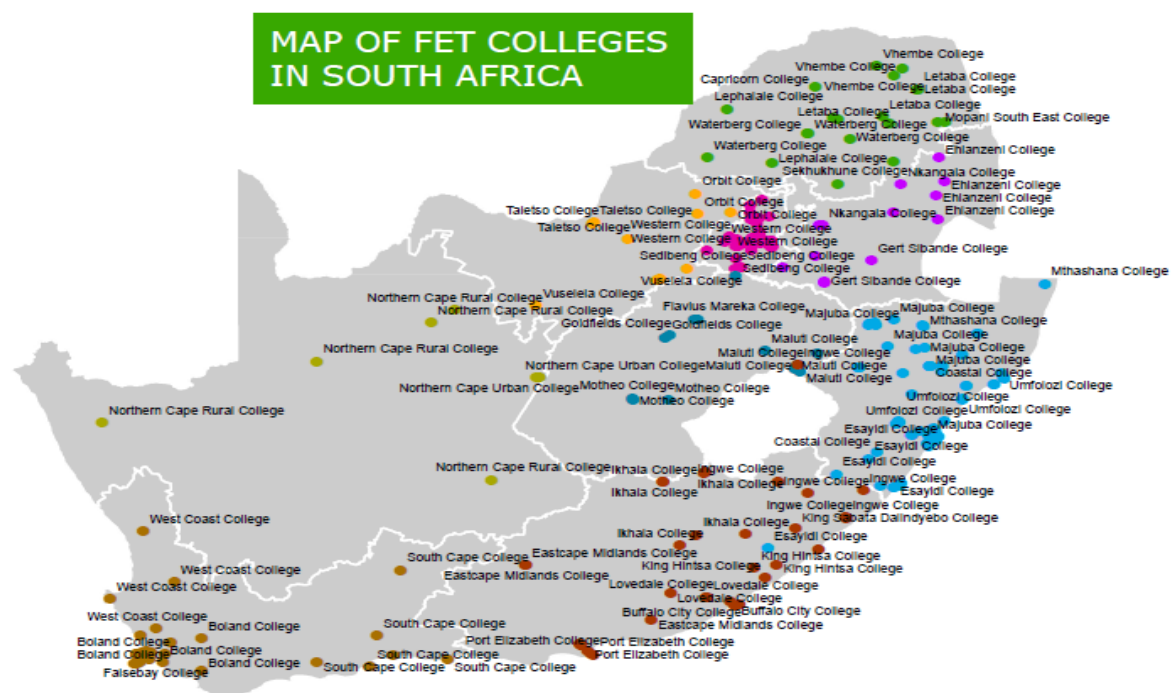
Provision is larger at public than private institutions. Although provision is at a smaller scale, the contribution of the private institutions is important for the production of intermediate skills. There are also some workplaces which offer TVET programmes (as opposed to workplace experience).

In the public sector, there are 50 TVET colleges that resulted from a merger in 2002 of technical colleges, colleges of education, and training centres, in terms of the Further Education and Training Act of 1998. There are also 446 technical high schools, 470 'Schools of Skill', 400 trade test centres, and six Universities of Technology. Mid-level TVET opportunities are also available at a number of private higher education institutions, which straddle the HE and TVET sectors.

Private provision is located in 291 private FET Colleges (SSACI, 2016). Data on colleges is presented in the diagram below, (based on 2015 data DHET, 2017). The private FET college data is based on 2014 data (DHET, 2016) as the 2015 data presents both FET college and adult education and training private institutions as private colleges. The data for private FET Colleges is based on responses from 284 out of the 291 colleges.

Public TVET Colleges (2015)	Private FET Colleges (2014)
50 colleges, 260 campuses	291 colleges
737 880 students	78 995 students
10 592 lecturers	1 622 lecturers
433 management staff	594 management staff
7 210 support staff	1 732 support Staff

Public Colleges are geographically well dispersed and have presence in rural areas as highlighted in the map below.



TVET colleges are fairly accessible because of their geographical spread with multiple campuses, and core programmes are funded by government, with SETA funding dedicated to occupational and skills development programmes. Some TVET colleges are very strong with niche programmes that they have become renowned for, and some of the programmes are trusted by industry, especially apprenticeships which have very high labour market outcomes for students. Dedicated efforts by the DHET to improve the TVET college sector, specifically through the turnaround strategy, have led to stabilisation of colleges through improvements in governance, financial management, and teaching and learning which has contributed to some improvement in the certification rate in Nated and NCV programmes. These improvements in the capacity of Colleges will provide a strong base for the implementation of a longer-term plan to develop the public TVET colleges.

The demand for TVET

Each year, more than 800 000 young people from different pathways are eligible for TVET study as highlighted in the following table.

Year	Students from different pathways			Total
	Diploma and Higher Certificate Passes	Those who failed matric	Dropouts in Grade 10	
2011	226 880	147 976	521 251	896 107
2012	241 485	133 323	528 610	903 418
2013	267 848	122 333	532 077	922 258
2014	252 711	128 986	570 635	952 332
2015	289 490	188 711	501 749	979 950

*Based on DBE NSC reporting data

This means that more than 800 000 qualify to be enrolled in the first year of study. Yet, in 2015, the enrolment was 737 880 for students on all programmes and years of study for the entire public TVET sector. Clearly, there is huge inability by the sector to accommodate all students who qualify for TVET, even though the TVET sector has grown substantially, with enrolment at TVET colleges more than doubling doubled from 358 393 students in 2010 to 737 880 students in 2015 (DHET, 2017).

Programmes and qualifications

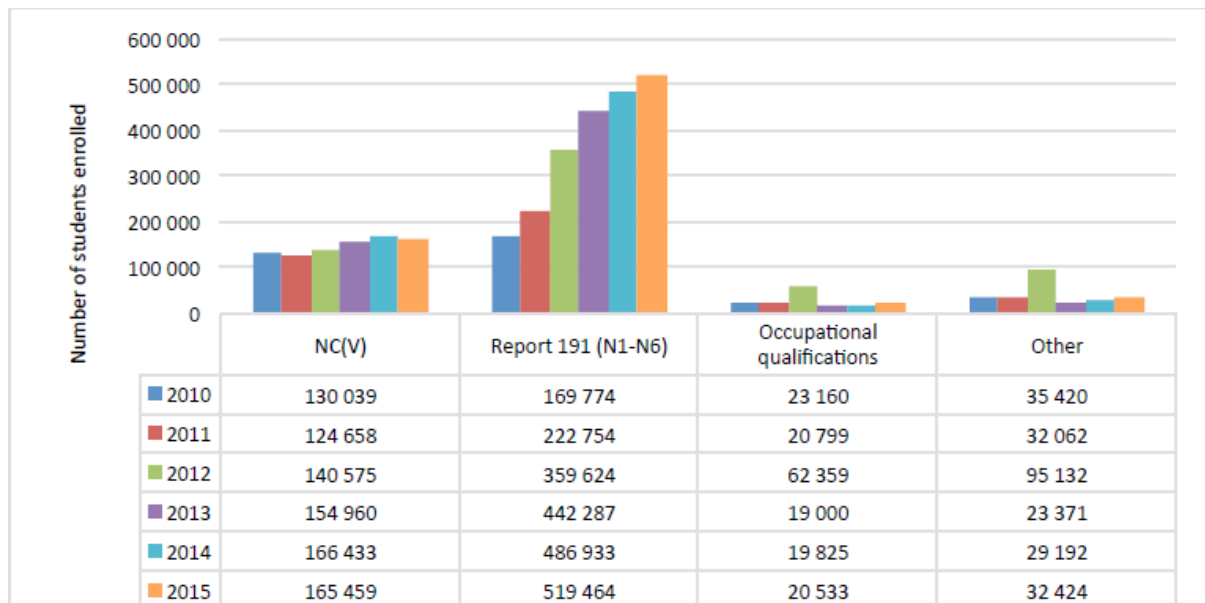
Currently, the TVET sector has several types of qualifications offered in Technical High schools, Schools of Skill, TVET Colleges, and universities, particularly Universities of Technology. Only four of these qualifications—the NCV, Nated, occupational programmes and higher certificate programmes—are offered in TVET Colleges, although the occupational programmes have not been well integrated, and the higher certificates are a very small part of college offerings. There are overlaps between the NCV and the NSC as offered in technical high schools.

There are some inherent challenges with the programme offerings in the TVET sector:

- The NCV, the majority of which is regarded as unresponsive to industry needs, has a curriculum which is difficult for most students who enrol on this programme, resulting in low throughput rates. The programme is also not well understood by industry, and the fact that students are in college full time and have a practical component they should complete adds to the cost of the programme. However, a recent review has been positive about the future of this qualification.
- Nated programmes are outdated and lack relevance to the labour market, and the curriculum is largely superficially specified and unclear to lecturers. Lecturers and examiners rely too heavily on prescribed textbooks.
- Higher certificates can only currently be offered in collaboration with universities. This raises longer-term questions about funding and implementation models, as well as quality assurance issues.
- Occupational qualifications are developed based on the Organising Framework for Occupations (OFO), and are pitched at a level within the OFO that is too detailed and leads to too many fragmented and narrow qualifications, some of which may have limited enrolment and therefore not cost effective. The qualifications development model is complex, expensive, and does not build institutional capacity. Payment of qualification development by sponsors may lead to bias on development of qualifications. Employers get involved in qualification development at three levels, and this is too heavy a demand on employers' time.

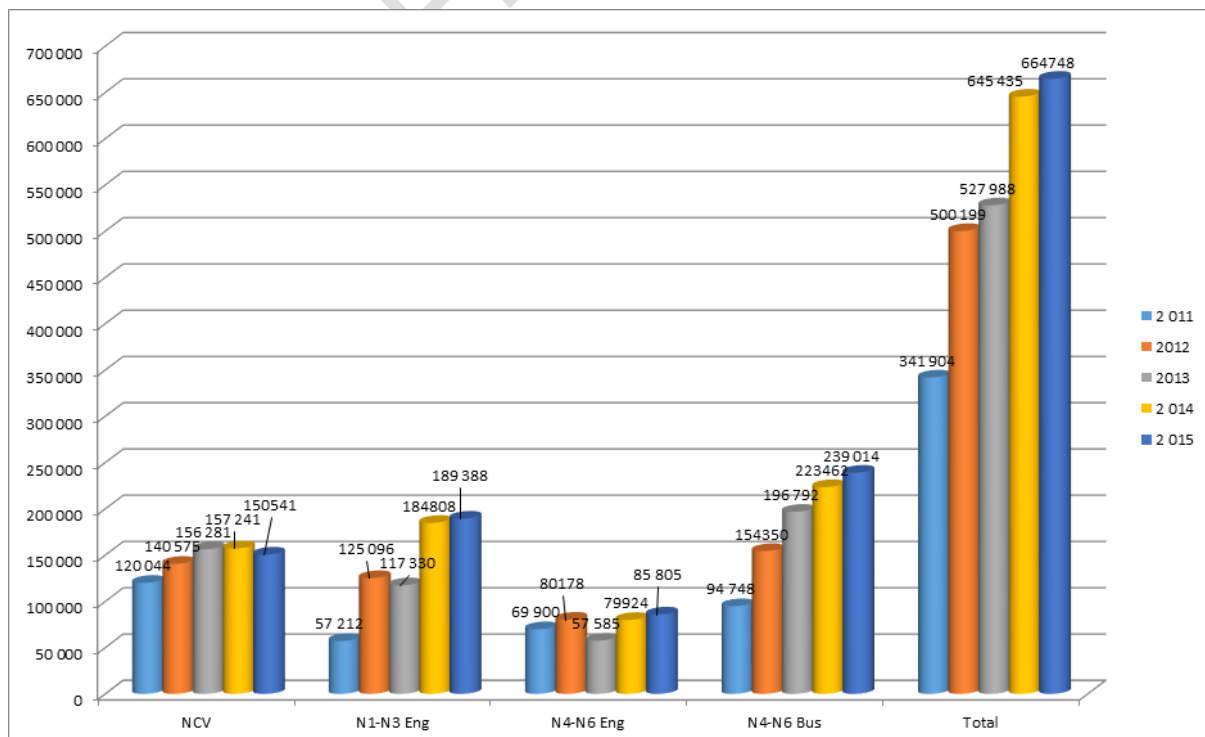
Public colleges offer primarily the NCV and Nated qualifications. Although colleges have started offering occupational qualifications, these qualifications are not offered through voted funds in public colleges, and this could explain the consistently low uptake of these qualifications as highlighted in the graph (DHET, 2017). In addition,

analysis conducted for the TVET TT for the National Plan showed that there is little relationship between the programmes offered in TVET colleges and regional economic needs and employment possibilities.



Except for 2012, enrolment in occupational programmes has been consistently lower than 23 200.

A more detailed analysis of programme enrolment patterns for the NCV and Nated programmes from 2011 – 2015 highlights that from 2012, the N4-N6 business programmes enrolled the largest number of students, as highlighted in the graph below (SSACI, 2016).



Current enrolment patterns highlight that that most of the students are enrolling in programmes that may not lead them to meaningful opportunities. Given the low enrolment in occupational programmes, the shift to offering more occupational programmes is going to be a significant one and the transition has to be managed carefully to minimise disruption to the system.

4.5. OUTLINING THE PLAN FOR THE TVET SECTOR: DELIVERING MORE MEANINGFUL TVET OPPORTUNITIES

The White Paper recognises the development of strong, responsive programmes and qualifications with clear learning pathways to be at the core of the transformation necessary in TVET. There is currently too much complexity, qualifications are outdated, there is confusion about articulation pathways and the funding mechanisms do not support the development of a more meaningful set of TVET offerings. In addition there is an unwieldy and expensive examinations system. The White Paper is instructive:

The entire gamut of vocational programmes and qualifications [must] be reviewed and rationalised into a coherent and simple framework that fits easily into the NQF and makes learning pathways clear to school leavers and employers.

This review was carried out by the TVET TT– the Plan draws on a number of processes in this area, including the NCV review, ongoing discussions with the DBE, engagements with the QCTO, and has been a significant focus of the work of the TVET TT.

The White Paper also focuses on the importance of workplace based learning in supporting good quality TVET qualifications. Partnerships with employers and workplaces, and targeted relationships with SETAs to support this are critical.

Qualifications that will be offered in the TVET sector

[Note: This section contains several overlaps with Chapter 2.3, where many of the proposals are outlined in detail. However, the qualifications proposals are also at the heart of the plan for the development of the TVET sector. At the moment, they are kept here as drafted, although it is acknowledged that some work needs to be done to find a way to deal with the repetition.]

A number of related strategies are outlined here, which will support the introduction of new sets of programmes, including:

- strategies to improve access to and support for forms of workplace-based learning;
- an enrolment-planning system for the public TVET colleges;
- a focus on staff development and materials development to support teaching and learning;
- a focus on student support; and

- the alignment of planning and funding cycles to allow for joined-up (fiscal and skills levy) funding to be offered for qualifications that have a workplace component.

The White Paper PSET was informed by a range of research showing that in many cases the current TVET qualifications lack credibility, are out-dated, have weak links with workplaces, do not all offer articulation possibilities for students, and result in poor throughput of students. In addition, the examinations system is expensive and unwieldy.

It must be acknowledged that the overall trends of poor performance are not found everywhere – there are indeed colleges that are doing well. However, overall, it is widely agreed that the mid-level TVET qualifications must be reviewed, rationalised, streamlined, simplified and strengthened so that there is a clearer and stronger set of mid-level qualifications aimed at preparation for the world of work, with national credibility, and that are appropriate for offering at public institutions. This has been a major focus of the TVET Task Team for the National Plan and has resulted in the following proposals.

The TVET sector will offer four types of programmes, as follows:

Occupational Certificates and National Occupational Certificates:

A number of occupational certificates have been under development by the QCTO and one is already being offered at TVET colleges, through a pilot programme.

These will become the primary offerings at TVET colleges in the medium term, and include Occupational Certificates (OCs) at Levels 2 and 3 on the NQF as well as (the majority) National Occupational Certificates (NOCs) at Level 4.

These certificates are designed to prepare students for intermediate jobs in the workplace, including artisanal jobs. The exit level of the certificate corresponds with the entry point to a particular occupation, or an initial license to practice in that occupational area. The level and duration of the qualification is determined by what is appropriate for each occupation and for industry. The term occupational is widely understood and used within the labour market and has therefore been explicitly selected over vocational.

Some of the current NCV programmes, particularly in the engineering fields, as well as most of the NATED programmes, will be absorbed into the National Occupational Certificates over time, as they are developed.

These qualifications will be post-school qualifications with entry-level requirements that differ depending on the qualifications.

The current specifications of the QCTO for the design of these qualifications require that all contain a theoretical, practical, and workplace component. In an ideal world, all students would be able to gain access to workplace opportunities. However, this is currently not possible for most students on occupational and vocational programmes. While there may be some certificates that have an absolute

requirement of a certain amount of workplace experience, the TVET Task Team proposes that from now on they should be developed taking into account the nature and amount of practical learning required. That is, should simulated workplace based learning be possible, it should be explored as much as possible. This is to prevent students failing to obtain a qualification because of a lack of workplace opportunities.

The naming of the occupational certificates and the National Occupational Certificate is also important and is linked to a broader process to simplify and rationalise the qualifications. This is discussed in chapter 2.

The National Vocational Certificate/National Senior Certificate (Technical):

There is a need for the NCV to continue to be offered at TVET colleges in the immediate and medium term. There are a number of reasons for this. Firstly, there are still large numbers of students taking the NCV courses who may not immediately access other opportunities, as they have already left school. Secondly, there is considerable support for and expertise in the NCV at public TVET colleges and it may be that growing numbers of students completing the NCV are in fact finding opportunities in the workplace, which suggests that the public perception of NCV graduates is shifting in their favour. Finally, there are aspects of the NCV that are thought to be strong and worth retaining. In fact, at the request of the Minister, Umalusi has undertaken a detailed review of the NCV with proposals for strengthening it (currently out for public comment) and this work should be taken into account in discussions about the future of qualifications of this type at this level.

However, there are two immediate sets of discussion that will determine the future of this set of qualifications in the long term:

Firstly, there is an urgent need to rationalise the general vocational qualifications offered at level 4. There is overlap in the qualifications and confusion about the purposes, design, curricula, and articulation possibilities of these qualifications. The DBE has announced a three-stream schooling model with an academic, technical occupational, and technical vocational stream. However, this has been developed with little consultation with the DHET, and a lack of detailed strategic or planning information available about the purpose of the three-stream model. Also, it seems to actually be a two stream model, as the National Senior Certificate will be the same certificate given to learners in the 'academic' and 'technical occupational streams' as is currently the case; further, the 'academic' stream currently contains many vocational subjects.

At the moment the National Certificate Vocational (NCV) is offered at TVET colleges and the National Senior Certificate (Technical) is offered at schools, particularly in Technical High Schools. It must also be noted that the National Senior Certificate contains a number of vocational subjects, alongside the traditional academic subjects. Both sets of qualifications are quality assured by Umalusi and both are at Level 4 of the NQF. There is clear overlap in these qualifications. Given the fiscal constraints facing government and the need to simplify qualification pathways

across the education system, this overlap should not continue. The Task Team has deliberately avoided commenting on what form this rationalisation will take because it will require detailed engagement with both sets of qualifications, their strengths and weaknesses, and a careful assessment of current and planned capacity to support the offering of these qualifications in schools and TVET Colleges.

Secondly, there is a need to make system-level decisions about the long-term future of a general vocational school-leaving level qualification—whatever its name. In the long-term it is proposed that the general vocational certificate (which will be termed National based on the proposed terminology) should be offered in schools, with the occupational programmes primarily offered in TVET colleges. At the moment there is confusion about the future of all the mid-level technical, vocational and occupational qualifications because of the varied histories of these, but also because of a lack of aligned planning between the Departments of Basic Education and Higher Education and Training.

Therefore the Task Team proposes that an urgent technical process must be established between the two Departments (Basic Education and Higher Education and Training) to start the processes discussed above of reviewing and rationalising the general vocational qualifications at level 4 and make medium term and long term decisions about the nature of the qualifications, their design, curricula, teaching expertise, and location of offering. It should be noted that the NCV has several different streams, and the discussions need to take this into account.

It must also be noted that this means that although the NCV review has taken place and pending public comments, the NCV Review should be seen as an important information source for the joint technical planning process, which should be complete by the end of 2019, in time to be introduced with the first cycle of the new enrolment-planning system for the TVET colleges. Work towards the joint planning process is already underway.

Higher Certificates and Advanced Certificates/Diplomas (level 5 and 6)

There are currently a number of partnerships between universities and TVET Colleges to offer level 5/Higher certificates at public TVET colleges. According to current legislation, TVET Colleges are not permitted to offer these qualifications without the involvement of a university. There is also a recognised need to provide more opportunities for students at this post-secondary level of the NQF, as many students leave school after matriculating with a certificate that meets the admissions level for Higher Certificates. This group is often unable to access universities because the number of places are increasingly limited, but also because universities offer fewer Higher Certificates and Advanced Certificates, as they move into offering more Diplomas and Bachelors degrees.

If there are to be increased qualifications at this level, new Higher and Advanced Certificates will have to be developed, and increasingly these need to be offered at TVET colleges. In the medium to long term, as TVET colleges gain the capacity to offer these qualifications, the legal frameworks will need to be adapted to allow for independent delivery within the TVET system. Not all colleges will offer Higher and

Advanced Certificates in the medium term as the TVET system, guided by its enrolment planning mechanism, will allow for colleges to differentiate on the basis of areas of expertise. Higher and Advanced Certificates are designed to offer preparation for work, as opposed to being designed for further study, although it is essential that there are articulation possibilities into higher education programmes, which may be offered at universities or higher education colleges, both public and private.

Access to these qualifications could include those with NOCs, NCV/NSC (T) or the NSC. However, entry level requirements will depend on the occupational area. In some occupations, Higher and Advanced Certificates may also provide access to a license to practice in a particular area. The naming and approach of these qualifications has required some re-thinking of nomenclature and quality assurance processes and this is discussed in chapter 2.

It should also be noted that this area of provision in TVET colleges will, in the long term, reduce the pressure on universities as more students gain access to intermediate workplace-linked higher and advanced certificates.

A foundational learning programme with flexible components:

The Department of Higher Education is already in the design phase of a foundational learning programme for TVET colleges that will support TVET students in accessing the range of programmes in colleges. Aspects of the programme will be piloted in the 2018 academic year. It must be noted that this is not proposed as a qualification per se. It will ideally be a programme with a flexible set of modules (not pitched at a particular level on the NQF) allowing students to access different modules depending on their proposed programmes and their prior educational experience and performance.

Many students entering TVET programmes would also enrol for the foundational learning programme to ensure that they have the desired language, science and mathematical skills to succeed in their programmes. The modules are therefore designed NOT as part of a qualification, but as flexible offerings that provide these students with the needed foundational knowledge for a range of college-based programmes, and can be offered at different points in their progress through the college. Foundational learning modules may or may not be accredited. Thus depending on an initial assessment some students may receive foundational knowledge that includes maths, science and English.

However all students will receive foundational modules that focus on non-cognitive skills development at relevant points in their programme: for example time management and planning when they enter, IT skills and communication during the programme and work-readiness prior to accessing the economy. Progressively this may also include skills that are emerging as necessary to survive in the 4th Industrial revolution such as sense making, social intelligence, novel and adaptive thinking, cross cultural thinking, cognitive load management etc.

Skills programmes:

TVET colleges have also been offering various skills development programmes and short courses. These will continue to be offered based on demand but will not be part of the core qualifications since many of not all of these programmes will naturally and progressively move into the Community College system..

Other points to note:

Within occupations, criteria for awarding the status of Master Artisan or Master for an occupation will be agreed with relevant professional bodies or associations, based on trade designations as well as appropriate years of work experience and performance, rather than linked to a specific qualification or level.

As proposed in Chapter 2, all qualifications below level 4 will be called **certificates**, and those at level 4 will be called **National certificates**. All level 5 qualifications will be called **Higher Certificates**, regardless of their purpose or design.

The QCTO will be the primary Quality Council for TVET Colleges. There may be agreements with Umalusi and the HEQC in relation to the quality assurance of certain qualifications.

Quality assurance processes for TVET qualifications

Articulation pathways have to be very clear for students on all these programmes. The fact that higher and advanced certificates at level 5 and 6 will be offered in TVET colleges will require alignment and continuity vertically as well as horizontally and diagonally between TVET qualifications and professional qualifications in the same occupational areas. The Standing Committees created in different occupational areas must look at qualifications above the level at which they are developing a qualification to ensure articulation. The QCTO and CHE need a joint structure to give oversight to this process, with a particular focus on relationships between mid-level and professional or high-level qualifications. Something similar may be required between the QCTO and Umalusi as the NCV is streamlined with the NSC Technical.

[This is addressed clearly in chapter 2.]

Development and planning of qualifications

[Much of this is in chapter 2 and will be streamlined in the final version]

The QCTO will have key responsibility for the development of qualifications and will ensure a balance of occupations in high demand, occupations prioritised for social development, and qualifications which can absorb large numbers of students and create meaningful pathways to multiple employment options, in order to prioritise which qualifications should be developed and supported. The DHET will develop a list of occupational qualifications which should be prioritised for development or consolidation immediately, and which should be prioritised in terms of programme offerings in the next 5 to 10 years. The DHET will also determine a process for authorising additional qualifications on an ongoing basis. These tasks happen as follows:

- The Skills Planning Unit in the DHET maintains and improves a list of occupations/qualifications in high demand on an annual basis. It is supplemented by suggesting additional occupational areas that may not be economy-wide priorities but which do have employment trajectories for graduates. Provincial or regional skills development list should also be considered as part of this process as different regions have very specific economic development plans. This list becomes the Ministerially-approved list for occupational qualifications development, and guides the work of the QCTO. QCTO's proposed research unit can and should input into these processes, and where the QCTO sees the need for additional qualifications, it must ensure that these are added to the approved list.
- DHET, in collaboration with the QCTO and SAQA, then prioritises qualifications for development. This must start from an analysis of which qualifications are in the system, which are being used, which are not being used because there is no curriculum, which are not being used because they are irrelevant.
- This could result in a list of around 250 - 300 national occupational qualifications that would serve the current and future needs of both industry and school-leavers.

Some of the work on bringing different qualifications together into one single qualification has already begun in the QCTO.

Currently, the development of occupational qualifications is complex, unwieldy and costly. Recognising this, the QCTO is already changing and simplifying these processes. Another challenge is evident in curriculum development, where there is no detailed curriculum, only a curriculum framework that sequentially lists the modules to be completed. The emerging NOCC process for A21s is now filling this void but it should be integrated into the QCTO processes for qualification development, as should external integrated assessment developments and RPL toolkit development. This has the potential of more than 50% saving on cost and development time. This approach will ensure uniform implementation of occupational programmes across TVET colleges and to ensure a minimum standard with which private colleges must comply. Occupational qualifications also impose a compulsory workplace component and this is a burden for colleges who ought to ensure that all students have an employer before they enrol for a qualification. Currently, there are not enough workplaces for workplace based learning and should this component be made compulsory, it would make provision of occupational programmes very difficult.

The QCTO is the Quality Assurance body for the development of national occupational qualifications, including:

- Broad qualification specifications;
- A well specified detailed curriculum in the form of a NOCC (for teaching, learning, and assessment), leaving about 20% flexible for local adaptation or specialisation;

- Simplified and flexible workplace approval system taking into account different sizes of companies and different industries;
- Assessment rules and specifications;
- Decisions about certification.

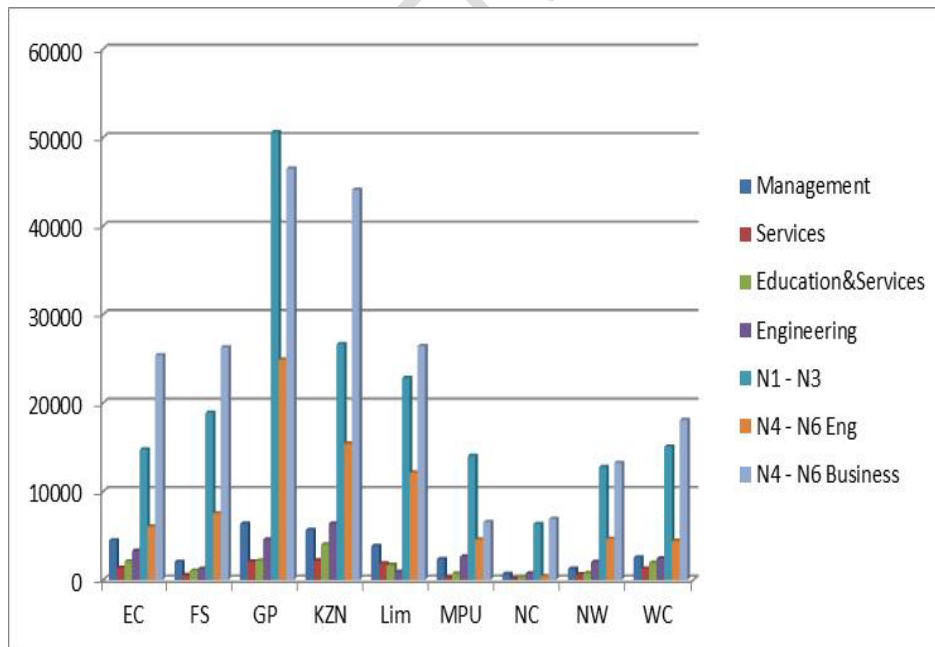
In order to fulfil its role effectively the QCTO will be responsible for:

- Appointing relevant staff and expertise including permanent staff to oversee families of qualifications and field experts to work with standing committees for particular occupational areas.
- Providing oversight and engage relevant stakeholders, particularly working with SAIVCET to agree on development of qualifications and detailed curriculum as well materials development.
- Developing detailed detailed curriculum, assessment, and certification specifications

A new enrolment planning system for the programme qualification mix of public TVET colleges

Enrolment planning and PQM

Analysis of enrolment data by TVET College by the DHET has shown that there is no logic to the determination of colleges' programme qualification mix (PQM), resulting in weak differentiation of institutions. Programme offerings and enrolment patterns are similar across institutions regardless of the geographic location of colleges as highlighted in the following graph, which depicts enrolments in 2015 (DHET, 2016).



Current enrolment patterns also show that colleges are not being responsive to regional economies. Notably, there were no tourism programmes being offered in the Eastern Cape Colleges in 2014 and only 500 students were enrolled in Tourism

programmes in Mpumalanga, despite the strong tourism sectors in these provinces. Only one college in the Free State offered agriculture with very few enrolments, despite the fact that agriculture contributes a significant portion of the province's Gross Domestic Product. The highest enrolment in the colleges are for Human Resource Management and Business Studies.

It has also become clear from college plans that programme offerings are based on available lecturers and cost effectiveness of delivery (e.g. enrolling large theory classes rather than enrolments limited by workshop space), rather than relevance to regional economic activity. However, Centres of specialisation, to be located in specific colleges will offer programmes that respond to critical and scarce occupations for SIPs. These Centres of Specialisation will develop into Centres of excellence over time and offer the potential for programme differentiation to be set in place.

College planning cycles are annual and start in June of every year, with indicative budgets for offerings intended to be delivered. Colleges are currently only allowed to offer at most 20% of non-subsidy programmes which places a limitation on their responsiveness to local demand.

Targets in Nated and NCV offerings have been variable according to available national budget, while enrolment in occupational programmes is dependent on SETA or private funding.

Improving enrolment planning and PQM

To achieve college responsiveness, there has to be a systematic enrolment planning mechanism with the determination of PQM in line with the proposed core offerings for TVET colleges. The following should be the basis for determination and support of PQM to achieve differentiation in TVET colleges:

- Enrolment planning, with budgets for programmes and enrolments should take place in three-year cycles, with annual internal reviews for adaptive management. Enrolment planning for each college will be based on justifiable criteria for core programmes and responsive programmes including employer linked evidence-based target enrolment, offerings in the preceding three years, agreements with employers for WPBL, and evidence of infrastructure and teaching capacity for the programmes to be offered.
- The DHET will interrogate and approve PQM and differentiation proposals made by colleges in their 3-year plans.
- Colleges will be accountable for their PQM and will be supported by the development of tracking systems to establish where graduates go after graduation. Such a system would require adequate data and capacity at College level and would need national support. Such data will be necessary for supporting PQM proposals and for making management decisions.
- Councils will approve PQM proposals and decisions before submitting to the DHET.
- The core programmes to be offered will be funded through the fiscus in line with enrolment targets based on national data on supply and demand. A fiscal

allocation will be made to an agreed number of enrolments in core programmes, and a smaller percentage of funding made available to be utilised flexibly for other responsive programmes that are proposed in the PQM approval process.

Differentiation

Given the range of potential post-school/TVET students, it is likely that TVET institutions will need to respond appropriately to divergent needs. In rural contexts where there are only a limited number of colleges or campuses, colleges will be multi-programmatic unless transport and/or accommodation can be provided to campuses that focus on specific programme areas.

Differentiation should not occur at the cost of some institutions while others are advanced. The DHET will apply funding and other incentives to support a PQM process so that an 'intentionally differentiated' system can be achieved in line with policy goals, but also accounting for regional historical realities and legacies of inequality.

Innovation should drive differentiation - particularly innovation driven by the contextual realities of a region. The DHET should empower colleges to offer programmes on demand even if they are not part of the pre-approved PQM. Supply of niche skills can create demand for these skills, so colleges should not be driven by employer demand only and should have room for innovation.

The DHET will address the role of private institutions in supporting the delivery of key skills in demand particularly those that are not offered in TVET colleges.

Modes of delivery

In order to expand access to technical and vocational education, TVET colleges are employing various flexible options for delivery including Saturday and evening classes, and offering both full and part time programmes. The extent to which this is done varies according to institutions. A few early adopters have even resorted to expanding access through distance learning programmes, although this is limited to only 15 TVET colleges enrolling very small numbers of students of up to 30 for each programme (DHET, 2016). What is encouraging with this provision is that most students enrolled on the distance learning programmes are employed students who are offered inclusion through this mode of delivery. However, a major concern is that most of the colleges making use of distance learning still use the traditional correspondence paper based model, which does very little to support student success and has been associated with poor success rates in the South African university sector. Only a few colleges use a blended approach which includes self-study and contact sessions.

ICT infrastructure at the TVET colleges is varied, with some institutions having very good infrastructure and others having very poor infrastructure. However, a large-scale roll-out of broadband infrastructure for all TVET Colleges and campuses through the SANREN initiatives is already underway.

The White Paper proposes that flexible provision, including distance education, should be offered in colleges where this is possible. These offerings could include theoretical components of apprenticeship programmes, and technological and administrative support would be provided to enable successful implementation of distance learning. Other than the provisions in the WP PSET, there is no dedicated policy for distance education or technology enhanced learning for TVET colleges. However this should only be developed once distance education provision is a real possibility in Colleges. It currently is not. The current initiatives need to be carefully evaluated for efficacy.

Diversifying modes of provision

Technology opens up possibilities for expanding access and improving quality, provided it is used to augment face to face lectures and it is used effectively by both students and lecturers. The key motivations for use of technology should be to strengthen the sector and achieve TVET goals of access, quality and success. Technology should be used to enable flexibility of provision, improve teaching and learning, and promote student success. Most importantly, technology should be used to address teaching and learning challenges within the colleges.

The following will enable use of technology to achieve expansion, quality and success:

- It is essential that colleges have up to date technology infrastructure for teaching, learning and administration. The DHET will ensure that TVET colleges have improved broadband connectivity through SANREN. Colleges should have the specific technologies being used in the world of work, to make the transition from college to work seamless for students and to enable students to engage with and adapt to the use of any technologies more confidently. The SETAs, and industry, through partnerships, will assist colleges to acquire the relevant technologies for work. As some of the technologies may be very expensive, it would be necessary for colleges to share these resources at regional level, and where possible develop partnerships with private colleges and workplaces.
- As part of an integrated PSET system, the DHET will work with TVET colleges and other PSET institutions to establish arrangements for sharing ICT and other infrastructure. An example of how this can be operationalised is sharing of TVET college campus space including computer labs where available, to university distance education students for study purposes and tutorials.
- Given the educational challenges that must still be addressed to improve success in the TVET sector, in the next five years, a key focus of technology use should be to improve quality. This is in line with the proposals to strengthen the system before rapid growth can be achieved. In this regard, the DHET will establish collaboration networks to develop open materials for teaching and learning. Technology can be used for simulated learning, to address the challenge of inadequate workplaces for WPBL. Funding should also follow students where simulated learning can be accessed at private institutions. Foundational learning materials can also be developed as interactive materials that students can access in their own time, based on need. While college

capacity for student support services is being developed, some OER online videos can be sourced and repurposed that provide support to students on some problems that do not necessarily need face to face support, for example time management, study preparation, financial management, etc. Tutoring services modelled along the MXit Dr Maths for University Students could also be used to support TVET college students with academic challenges. A similar service for TVET students should be explored. Psycho-social support can also be provided through remote online counselling with experts where possible.

- SAIVCET will play a critical role in the professional development of lecturers on ICT integration and universities that are developing programmes for professional development of college lecturers will include ICT integration as part of the training. There is a perception that one of the reasons that curriculum responsiveness is weak because there is no expertise to teach learning areas that are regionally responsive. While lecturers are being trained in these areas, video conferencing lectures or telecasting can be used, utilising the few qualified lecturers in the system. This way, a few lecturers can reach many students.
- Although the White Paper opens up the possibility of providing distance education in TVET colleges, the DHET will only seriously consider shifting to more resource-based learning in TVET colleges when the colleges are significantly stronger, and in accordance with a focused policy framework.
- During the strengthening phase in the next five years, the DHET will use the 15 colleges offering distance programmes currently as pilots, where 'ideal' conditions for resource-based learning are created. This would include review of the learning materials for the current distance programmes to ensure that they meet minimum quality standards, expansion of enrolment on existing distance education programmes, lecturer training for effective distance education facilitation, and adequate student support. The pilots should be monitored and evaluated. Lessons learned from these colleges can inform roll out to the rest of the colleges when colleges have reached enough maturity to be able to effectively offer programmes through distance education.
- The QCTO will need to develop the capacity for monitoring distance learning in TVET colleges.

Utilisation and sharing of infrastructure/facilities

Without new institutions, facilities and infrastructure will come under increasing strain. The following methods could be explored for optimum use of facilities.

- Infrastructure sharing (incentivised and purposefully driven at national level), as set out in chapter 2 of this plan;
- Partnerships with the private sector for WPBL and practical training – so that wherever possible new facilities do not have to be built;
- Partnerships with technical schools may also be possible;
- Better use of existing facilities – i.e. shifts and blocks of time usage – hot-seating to allow for more enrolments and more sustained use of facilities;

- Specialisation and differentiation which allows particular colleges to develop areas of expertise so that not all are trying to do the same things; and
- Carefully planned partnerships and engagement with schools on the one hand (NCV/NSC etc and some occupational too) and UOTs on the other hand (in relation to the level 5 and 6 programmes).

4.6. DEVELOPING CAPACITY FOR TVET

Capacity Development of the TVET system is vital to support the need to carefully address the challenges identified. Student support services, weak links with industry, underqualified and unqualified lecturers, inadequate infrastructure and facilities, shall be addressed through building the capacity of TVET in these areas. The White Paper signals that Colleges are at very different stages of development and advises that different levels of intervention and support are required to enable colleges to reach their full potential. This principle should inform efforts at developing the capacity of TVET colleges.

Student support services

Students entering TVET colleges face multiple challenges related to poverty and lack of finance, an articulation gap caused by poor schooling, lack of career direction, and effects of living in violent and insecure communities. These challenges to varying degrees contribute to the low success rate in the college system.

Efforts have been made within TVET colleges to address these challenges through provision of student support services (SSS). However, provision of student support services varies across TVET colleges, and there is no standardised implementation of services. Not all TVET colleges have effective student support.

Where support is available, this includes academic support (learning support, peer mentoring, note taking for students with special needs, provision of assistive devices and study skills), career advice and guidance (information on careers, exit support including CV writing, job hunting and interview skills), and psycho-social support (counselling, awareness campaigns, holistic wellness drives and referrals to external service providers).

Demand for services far outstrips the available staff, whose conditions of service are not favourable – highly qualified professional staff such as psychologists are employed and remunerated at the same level as administrative staff. As a result, qualified staff leave the system when they can find better opportunities, leaving the system with unsuitably qualified staff to support students. There is an under-supply of staff, with colleges having only one qualified counsellor on campus. Funding is also a serious challenge, and the current SSS Plan has not been supported by adequate funding for implementation, due to the overall under-funding of the system.

In addition to the student support services being offered within colleges, student support is provided by NGOs and donor agencies. However, these organisations operate independently and in an uncoordinated manner. Information on the available organisations and the services they offer would be useful to coordinate efforts and monitor their impact.

The White Paper proposes that funding needs to be provided for student support activities so that students whose schooling did not prepare them to cope with the demands of post school study are supported to succeed. This is supported by the recommendations of the Ministerial Task Team that investigated the funding of TVET and CET Colleges.

The White Paper also recommends that every TVET college should have a dedicated student support services office to act as a conduit for all activities within the college. Career guidance and counselling is given prominence in the White Paper, as a mechanism for ensuring that students make informed decisions about career paths and learning pathways. Principles, procedures and strategies for the provision of an integrated SSS are provided in the Student Support Services Framework (DoE, 2008), and the Student Support Manual (DoE, 2009), which is currently being revised by the DHET, emphasises the need for support services in response to the changing TVET student profile and the expanded range of provision of TVET programmes. The manual sets out guidelines for the implementation of the SSS Framework.

Strengthening the provision of student support services in TVET colleges

Student support should be at the core of the business of TVET colleges if throughput is to improve. Funding is the required systemic mechanism for catalysing interventions in student support services, but all interventions should be driven in colleges. The following areas are critical to strengthening student support services:

- Data is needed for proper planning and the DHET will immediately undertake a comprehensive audit of externally and internally provided SSS to enable better coordination of available services at sector level.
- In colleges, academic support should be strengthened through collaboration between student support officers and lecturers to identify areas of weaknesses among students and implement the required interventions that should be reinforced both in the classroom and through academic support services.
- Career guidance should be provided throughout the student's college life: pre-entry **support** to enable students to make informed decisions about subject choices, preparation for WPBL with training on attitudes and work readiness, work placement support with the assistance of SETAs, and support to write CVs, apply for jobs, and perform in interviews. Much of this will be linked to the foundational programming already proposed for the TVET Colleges.
- To provide effective psycho-social support, colleges should employ qualified counsellors or where this is not possible, student support officers who are supervised by qualified counsellors. Self-management skills workshops like time

management and social responsibility should also be part of the student support offerings at colleges.

- Interventions should respond to student needs, and not be provided based solely on available expertise. As the range of student support services is likely to be expansive, TVET colleges will use their discretion and prioritise what academic, psycho-social and career guidance support should be provided to students, based on available funding.
- Dedicated funding will enable planning and provision of student support services. A TVET Capacity development Grant is needed to provide catalytic funding for piloting various SSS which can then be funded by fiscal funding if viable. This grant would enable longer term planning for staff in student support services, and proper remuneration of qualified support officers, which will contribute to addressing the high staff turnover. The DHET will allocate fiscal funding to colleges to ensure that student support services becomes part of standardised college offerings. Colleges where SSS is under developed should receive more funding to expedite development of SSS so that they are on par with other colleges where SSS is more developed. The funding model should consider that most students at TVET colleges are from poor family backgrounds, and the rural urban differences of colleges should also be considered.
- Norms are needed for standardising provision of services across colleges. In this regard, the DHET should develop post provisioning norms for SSS. Specifically, the administration of bursary funds has placed an enormous burden on TVET colleges. Norms with regard to funding of administrators of financial assistance in TVET college should be considered, with due regard to the size of the college and the impact of student funding on college administrative systems and processes. The DHET should also urgently develop definitions and guidelines for SSS for the TVET college sector as what falls under SSS is very broad and varies per institution. Too many services are being placed in the SSS portfolio. A distinction is needed between student support and Student Services.
- It is important that the SSS interventions are monitored, evaluated, and improved as they are implemented. It would also be useful to have communities of practice for sharing interventions that are working for replication where possible.

Staffing and lecturer development

[note: this section needs further development]

Since 1994, there have been many policy and curriculum changes for TVET colleges which have implications for staffing. Currently, college lecturing staff are recruited from the pool of top-performing students, and from TVET college students who proceed to university and come back to the system. Both these routes are misaligned to the policy requirements for lecturer educational training and industry experience. Lecturers are also recruited from those with industry experience who might not have teaching qualifications. Where there is scarcity, retired professionals are also recruited. The introduction of the NCV also led to employment of teachers from the schooling sector who were not trained for lecturing responsibilities.

The Policy on Professional Qualifications for TVET introduced in 2013 categorises the lecturers in the system as unqualified; academically qualified but professionally unqualified; academically qualified and professionally qualified for the schooling sector; and academically and professionally qualified as a college lecturer. The majority of the lecturers in TVET colleges are academically qualified, but not professionally qualified. Relatively few are completely unqualified, but very few meet all requirements.

There is a widespread consensus in the research and policy community that the quality of the teaching staff in an education system is central to the overall quality of the system. While investment in infrastructure and improvement in management are important, these cannot improve systems beyond the capabilities of the teaching staff. It is therefore critical for the plan to succeed that the quality of the teaching staff is addressed.

Vocational teachers⁴ have to navigate a complex knowledge and identity space. In terms of knowledge, they need to understand the disciplinary knowledge that underpins the particular occupation they are dealing with as well as the work process knowledge associated with the occupation, and they need to have the pedagogical knowledge and skill that enables them to transmit that knowledge. As a teacher they also need the other skills that teachers require such as playing a pastoral role. This means that they have to have both the identity of the practitioner in the occupation and the identity of a teacher. This is a complex set of issues to manage, and is particularly complex to incorporate into a curriculum. This is one of the reasons why the preparation of new teachers for the vocational system is so complex, and it also points to the different dimensions that need to be addressed as part of any continuing education system.

Current Profile

The full picture of the vocational teachers currently in the system is currently not available and improving the data is a critical priority. The data on teachers in the public system is improving but needs much more fine-grained information. Information on private providers and in-company trainers is virtually absent but probably exceeds the numbers of people in the public system.

Currently there are about 11 000 academic staff in the public TVET Colleges. There is a reasonably good male female split of 55:45 but current data does not allow for any analysis in terms of levels or particular subject areas. There has also been a very positive change over the last decade in terms of representivity of historically disadvantaged individuals and the profile is broadly representative of the South African population. Furthermore, while there has been concern expressed about a loss of skilled individuals retiring, the overall age profile is fairly representative. In summary therefore, the key priority does not lie in transformation of the profile of the educators, but rather with issues of supply and skill.

⁴ The term teachers is used here as an inclusive category that includes public college lecturers, lecturers in private colleges, some university lecturers, industry trainers and other practitioners involved in vocational teaching.

Supply of New Lecturers

There is little doubt that the public system is understaffed given student: lecturer ratios (which vary from 1:17 to 1:80 depending on institutions, averaging at 1:65 for the system as a whole). International norms tend to be around 1:15, but even if we aim at double that we would still have to double the number of lecturers and not increase the student population. Given that student enrolment is planned to increase, there needs to be a concerted effort to increase the overall numbers of lecturers over the period of the plan. This requires that staffing budgets are increased progressively and at a higher rate than enrolment to address the backlog. Furthermore, a concerted effort to train new lecturers is required.

Training new Lecturers

A policy for qualifications required by lecturers is already in place since 2013. Universities have been developing appropriate curricula for the new qualifications but in most instances these programmes will only enrol students for the first time in 2018 or 2019. The first cohorts of students on these programmes are likely to be predominantly existing lecturers. It is likely therefore that for the foreseeable future lecturers will continue to be recruited directly from universities, from industry and from other education institutions and will require opportunities to upgrade their qualifications on a part time basis. This essentially means that there is no significant distinction between new teachers and professional development of existing teachers. The mode of delivery, including the use of on-line courses, is a key discussion for the providers of education courses for vocational teachers.

Professional Development

Given the quality imperatives discussed earlier and the associated need for constant training around the various dimensions of vocational teacher competence, and the need for new lecturers discussed above, the key priority for the next 10 years will be the development of a comprehensive programme of ongoing professional development through SAIVCET.

A critical first step will be to develop a framework within which formal qualifications and short courses that address all the dimensions of the vocational teachers' work are registered and given credits or points within an incentivised professional development system. This needs to draw on various policy commitments already made to ensure that teachers are given the time to go on courses, including periods of secondment to industry. The modalities of funding this system need to be worked out but a key role player will be the ETDP SETA.

Depending on professional and educational qualifications and experience, individual teachers will require a different mix of professional development courses. In some cases these will initially be formal qualifications, but other people may only require specific short courses in subject content. The area that will be required across the board is the exposure to and contact with industry and employers to understand and remain in touch with developments in the field. This component should be prioritised and can be developed in conjunction with development partners.

Regional Support Structures

In order to support lecturers at the institutional, classroom and workshop level it is proposed that the Regional Offices of DHET take on a stronger curriculum support function and that Curriculum Advisors for the key subject areas are appointed. These curriculum advisors should also progressively be developed to become NOCC facilitators to support the implementation of occupational qualifications across the TVET colleges using the A21 process being implemented by SAIVCET. Besides coordinating teacher development at regional level the advisors should also play a developmental and support role in classrooms by following up with individual lecturers and department heads in colleges and providing the necessary support to colleges. This informal support is critical in providing feedback loops within the DHET that will inform the ongoing professional development strategy.

4.7. GOVERNANCE AND MANAGEMENT

[note that this section needs additional work but some proposals are made.]

The DHET FET College Turnaround Strategy has been attributed with addressing many of the challenges in TVET colleges. All key vacancies have been filled, and significant attention has been given to ensuring that key management positions in Colleges are filled. Significant work has been done on strategic planning in TVET colleges and Colleges submit plans annually to the DHET. There is little capacity, however, within the DHET, to analyse plans and hold Colleges accountable for these. The South African Institute of Chartered Accountants (SAICA) has done some work to strengthen financial management within Colleges, and many of the colleges are improving in this area. SRC development work is a focus of the DHET Turnaround Strategy. While this improvement is noted, further work is needed to consolidate the gains so far and improve governance in TVET Colleges.

The following will be undertaken to continue improving the governance capacity of TVET colleges:

- Capacitate Council members to understand the policy and legislative requirements and their roles. This is especially important as part of induction for new Council members
- Continuous professional development of senior managers in colleges will enable them to be effective in their roles. Universities and other service providers will develop requisite qualifications for senior managers.
- Adequate and interoperable management information systems should be rolled out in colleges and users trained in its use so that college managers have access to integrated data for planning and decision-making.
- To **strengthen their** ability to understand and approve PQM and enrolment planning, academic boards should be capacitated on the enrolment planning process.

Infrastructure and facilities

The White Paper proposes the establishment of additional campuses in the TVET sector, particularly in rural areas to support the expansion of enrolments. It also refers to the importance of student accommodation in the TVET sector. College accommodation is extremely limited. The TVET system also has a record of under-funding of physical infrastructure maintenance and a lack of life cycle planning. At the systemic level, the TVET sector has not had a planned expansion programme since the Recapitalisation Programme which ended in 2008. Since then, most work of a capital nature at the college level has largely focused on refurbishing buildings or constructing a few extra buildings on existing campuses.

The current funding norms for TVET colleges cover three categories. These are Personnel, Operational Costs and Capital infrastructure replacement. For TVET colleges, the Personnel allocation is at 63% of the full programme cost, Operational Costs 27% and Capital infrastructure replacement 10%. Capital infrastructure replacement funding is mainly used for maintenance and replacement of furniture and equipment (DHET, 2016). An analysis of the 2015 annual financial statements of TVET colleges indicates that only 4% has been spent on repairs and maintenance as funds are re-prioritised towards other dire needs due to cash-flow pressure (DHET, 2016).

Recently, a new phase of capital investment in infrastructure commenced with the construction of 16 new projects, of which 13 are new sites, and 3 are refurbishment projects. The Department has committed R639 million in constructing Thabazimbi, Nkandla and Bambhanana campuses. An operational budget of R1,1 Billion over the Medium Term Expenditure Framework (MTEF) is required, of which R300 million has been secured from the National Skills Fund (NSF) as a short-term intervention. This excludes equipment and establishment of connectivity and is not sustainable in the long run. This will require sourcing baseline funding to keep these new sites operational. The remaining 13 campuses are estimated to cost R6,1 billion to construct, with operational costs of R1,1 billion annually. Operational funding is still to be sourced, and resources are still required to equip and install connectivity. In addition, the estimated infrastructure maintenance backlog amounts to R2,95 billion in the TVET sector. The infrastructure maintenance backlog in the TVET sector amounts to R2,95 billion.

Clearly, there are serious financial constraints impacting on the expansion of TVET infrastructure. The focus in the short term is the completion of the three campuses under construction at Thabazimbi, Nkandla and Bambhanana and making them operational.

In the current climate of fiscal constraints, the focus should move to maximising the use of available infrastructure, rather than building new colleges. TVET infrastructure enhancement will be achieved as follows:

- Infrastructure sharing will be incentivised to promote it amongst colleges.
- Timetabling will ensure that colleges are used from the morning to the evening and during weekends, also to accommodate working students.

- Reprioritisation of the capital infrastructure replacement funding will be capped so that these funds are used for their purpose. Any reprioritisation would have to be approved by DHET.
- The Centres of specialisation project will provide support for training spaces with high tech equipment that can be accessed for training for specific trades.
- All TVET Colleges will be linked to SANREN (by 2020) to continue to improve campus connectivity.
- Private providers will be incentivised where they can make infrastructure available to TVET colleges, e.g. training spaces.
- TVET Colleges that have infrastructure that is not used optimally such as after hours or weekends may also consider partnerships to increase the use of such facilities.

4.8. RESOURCING OF THE TVET SECTOR

[Note this section requires further development]

Introduction

There are currently two public sources of funding for TVET Colleges: voted funds and the skills levy funding. The current TVET Colleges funding model is programme based, using Full Time Equivalent (FTE), which is the weighted number of headcounts that constitute a programme. Programme costs are adjusted yearly using CPI rates as determined by the National Treasury. In policy, the state covers 80% of the total programme cost and 20% is the fee portion of which students who are financially needy and academically capable, may receive bursaries to cover such fees (DHET, 2016). In practice the state has progressively underfunded TVET Colleges compared to the 80% norm and allowed huge provincial inequities in funding to continue

Enrolments have increased from 345 000 students (headcount enrolment) in 2010 to 709 535 in 2015/16. In terms of the fully costed funding norms, the number of headcount enrolments funded in the Ministerially approved programmes is approximately 429 638, compared to the approximately 709 535 enrolments in the system. This means that in real terms TVET Colleges students are funded at 60% of the required 80% programme funding from the State (DHET, 2016).

In 2012, the unfunded enrolments were funded through the National Skills Fund (NSF) for a period of three years. The NSF funding lapsed after the three years, yet not all students funded through the NSF have exited the system. So, the colleges are expected to carry the cost, and this has placed pressure on the personnel budgets of the colleges, which in turn has drastically affected the goods and services budgets of the colleges, intended to cater for college operations, students' textbooks, protective clothing and other related teaching and learning materials (DHET, 2016).

Currently, R2.3 billion has been allocated to poor students through the National Student Financial Aid Scheme (NSFAS), which funds tuition fees (i.e. 20% of the total programme cost of 229 000 beneficiaries), as well as to provide accommodation and or travel allowances to the needy students who are staying ten (10) kilometres away

from the teaching and learning institutions. There is an expectation that the colleges should recover 20% of the programme costs from students that do not qualify for NSFAS bursaries, but colleges have not been able to recoup these funds. These funding pressures have resulted in a real decrease in funding for student travel and accommodation allowances as colleges opt to prioritise the tuition fees from the limited funding that they have (DHET, 2016).

The migration of the TVET College function to the Department in April 2015 also saw the Department experiencing difficulties in managing the personnel budget due to system issues. This resulted in an under expenditure of approximately R178 million in personnel expenditure and since the funds were not transferred to colleges, colleges had to prioritise their funds and surpluses at their disposal to meet their staffing needs.

Migration caused further challenges because the budget allocations are based on historical provincial allocations for FET college education, which has produced inequitable funding allocation as the baseline used for the conditional grant varied by province and was too low in the Northern Cape, KwaZulu Natal, Limpopo, Free State and North West. This inequity is difficult to address, as equitable distribution of available funding would disadvantage colleges in provinces where appropriate budgets were allocated to colleges. Another challenge with TVET funding is that the funding formulae does not consider differences in geographic location (rural or urban), size of colleges (large or small) or how effective throughput is (MTT Funding Report, 2017).

Funding Quantum

Costing done to determine funding requirements in the TVET college system to meet the NDP and White Paper targets for 2030 shows that for the 2016/17 financial year, the system is already experiencing a funding shortfall of R4.731 billion on the programme funding (80%) and R2.488 billion on the National Student Financial Aid Scheme (NSFAS) between the current system demand and available funding. This indicates that further expansion will not be possible without additional funding. The total estimated budget required to service the TVET College system for the 2016/17 financial year is R19.298 billion, resulting in an estimated budget shortfall of R10.226 billion, based on the current baseline allocation of R9.072 billion. The estimated total shortfall over the 2016 MTEF period is R41.626 billion. In order to meet the target of 2.5 million enrolments by 2030, the system would require an additional programme funding allocation of R60 billion in addition to the projected baseline amount. For the NSFAS allocation, an additional amount of R26.3 billion in addition to the projected baseline amount would be required to meet the 2030 projected target. For both the programme funding and NSFAS funding, the total projected additional budget required by 2030 amounts to R86.3 billion. These calculations are reflected in the Table below.

Funding Categories	2016/17	2017/18	2018/19	Total Shortfall:
				2016 MTEF
	R'000	R'000	R'000	R'000

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NOTHING IN IT SHOULD BE SHARED OUTSIDE OF THE PLAN PROCESS.

Budget Requirement	19 298 922	23 197 014	27 946 859	70 352 795
Less: Baseline	(9 072 217)	(9 566 898)	(10 087 136)	(28 726 251)
Total Projected	(10 226 705)	(13 630 116)	(17 859 723)	(41 626 544)
Shortfall				
Shortfall breakdown:				
80% Programme	(4 731 694)	(6 749 262)	(9 231 419)	(20 712 375)
Funding				
NSFAS	(2 488 998)	(3 382 540)	(4 456 520)	(10 328 058)
DHET Goods and	(3 006 013)	(3 498 314)	(4 081 784)	(10 586 111)
Services				

Source: DHET, 2016

If the 2015/16 reported enrolment of **709,535** over the MTEF were maintained, there would still be a shortfall of R36.006 billion, as the current available funding is only sufficient to cover approximately 429 638 of the current 709,535 reported enrolment which represents a 60% funding level. In real terms, the system is already underfunded by 40% in terms of the reported enrolment. Funding requirements for the MTEF 2016 while maintaining current enrolment are reflected in the following table.

Funding Categories	2016/17	2017/18	2018/19	Total Shortfall: 2016 MTEF
	R'000	R'000	R'000	R'000
Budget Requirement	19 298 922	23 197 014	27 946 859	70 352 795
Less: Baseline	(9 072 217)	(9 566 898)	(10 087 136)	(28 726 251)
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DHET Goods and	(3 006 013)	(3 498 314)	(4 081 784)	(10 586 111)
Services				

Source: DHET, 2016

Principles and actions for addressing TVET Funding

Considering the context that has been provided in this section, the decision that strengthening the system is critical before growth is pursued, as well as programmes agreed as critical for the development of mid-level skills for the economy and skills for work, the following principles and actions must inform funding of TVET colleges to 2030. The majority of the principles and actions are derived from the final report of the Ministerial Committee on the funding of for TVET and CET College Funding (DHET, 2017).

Increased funding

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• The current underfunding and shortfalls are not conducive to strengthening the sector and improving throughput. Some urgency has to be applied in substantially improving TVET funding in line with the envisaged goals of the sector. • Increases in funding can be phased in over several years. TVET is a priority sector for the country's skills needs and funding has to be found from the fiscus and skills levy funding to properly support this sector.
Budgeting and norms
• TVET College budgets should include all components that are key for developing the capacity of the sector - staffing, student support services, programme development, LTSM, examinations, information systems, evaluation and research, capital equipment and infrastructure. • The DHET should set a benchmark of 65% - 70% of the budget for personnel costs, with a ratio of 4:2 between teaching and support, as the current ratio of 4:3 is regarded as incentivising a bloated bureaucracy. • Funding should be made available for maintenance of infrastructure. • Foundation programmes must be fully funded through the fiscus. • Student support services should be adequately funded.
Revising the funding formula
• The current system of input funding has led to massification without the necessary student support, resulting in poor throughput. The DHET should change the funding formula and base it on inputs and outputs based input-output mix agreed with colleges. • The DHET should update the current funding formula's weighting of the NCV and occupational programmes, and programme costs should include cost of examinations and/or external integrated assessments (trade tests) in the case of occupational programmes. . • The DHET should determine the details of future funding formulae to include variables such as FTE enrolment, differential programme costs, performance based funding for student success, weighting for rural and disadvantaged areas, weighting for disability, infrastructure development and maintenance, staff development and student support.
Linking enrolment planning and funding
• The enrolment plans for TVET Colleges which include their PQM should be linked to available funding in the MTEF. • The DHET's monitoring should ensure that enrolment plans are financially sustainable. • Enrolment plans should be based on at least 3 year funding cycles. • Seta programmes should form part of the three year enrolment planning cycles, with guaranteed funding. • Enrolment planning and budgeting should take account of students who stay in the colleges for longer than the minimum programme period.
Skills levy funding and joined up funding
• The NSF should work with colleges to provide funding for training unemployed people. • Seta planning cycles and TVET college planning cycles should be harmonised so that Seta employer grants are approved before college enrolment planning begins so that colleges are aware of the number of learners who will have workplaces for specific programmes. • Data systems need to be merged so that disbursements to learners is managed efficiently. The DHET should join up FETMIS+SETAMIS+HETMIS to ensure tracking of student funding through the various funding sources.
Equitable funding
DHET should make sure that baseline funding as determined during the function shift does not perpetuate underfunding of colleges in some provinces. Additional funding is needed for more equitable funding across provinces.

4.9. SEQUENCING OF PLAN

[Needs to be developed]

Remainder of current MTEF period (2017 – 2019)

1. Recognition of current processes During the development of the plan, various processes were under way regarding TVET College qualifications including: - the internal processes in the Quality Council for Trades and Occupations (QCTO), which is currently engaging with the recommendations from a large review supported by the GTZ of its systems; - QCTO processes to 'reconstruct' the current N4-N6 programmes into the format of the QCTO occupational qualifications as well as processes to realign the current unit standard based occupational qualifications into the new QCTO format; - Ongoing bilateral discussions between QCTO and the DHET; - The TVET funding norms task team, and other work related to the funding of TVET qualifications; - Discussions between DBE and DHET on the NCV and NSC Technical. These processes will continue and will inform the implementation of the plan to ensure that there is alignment and coherence between implementing stakeholders. The plan is not cast in stone and while it provides a solid framework and guidance on strengthening the sector, its implementation will be done realistically, accounting for any agreed adjustments to ensure more effective implementation and strengthening of the colleges.
2. Stakeholder engagement A series of well-planned stakeholder engagement sessions across all provinces / regions are required to inform college principals, governing bodies, representative groupings like employer bodies etc. about the proposed changes.
3. Accelerating the establishing SAIVCET SAIVCET establishment to be accelerated ed to support detailed curriculum (NOCC / A21) and professional development as proposed qualifications are implemented.
4. Development of occupational qualifications Some dedicated work will be required to develop occupational qualifications in line with the proposals.
5. Arrangements for collaboration between quality councils Engagement is needed to reach agreement on the mechanisms for the quality councils to work together in ways that strengthen the system to benefit students' learning pathways and the quality of their qualifications.

MTEF period 2020 – 2024

This period will focus on strengthening the processes and systems put in place from 2017 – 2019. Monitoring will also take place to inform change and improvement.

MTEF period 2025 – 2029

This period will focus on consolidation and evaluation.

4.10. KEY INDICATORS OF SUCCESS

[As with the other chapters, work on indicators and M&E has not started, so further work will need to be done. Some ideas are explored here.]

The following broad principles shall inform the development of indicators of success for TVET:

- The indicators of success for the sector should be framed in line with the goals of this Plan.
- Both quantitative and qualitative indicators shall be utilised.
- Indicators should be realistic and achievable, and time bound.
- Private institutions should be included in the assessment of the success of the sector.
- The indicators for TVET are cross cutting and will include schools, colleges and universities. The DHET has to deal with this complexity and consider how the data will be collected and verified.
- Cohort data shall be used as a measure of student success, once unit record data is collected.
- Monitoring shall take place through existing mechanisms like Annual Performance Plans and other reports.
- Monitoring data should be used for timeous intervention where it is clear that there are challenges that need to be addressed to strengthen the colleges.

The TVET Branch will develop specific indicators based on system policy goals as well as sector goals as follows:

System Policy Goals	Broad indicators based on sector goals
Access	- Headcount enrolment - Enrolment by programme - Participation rate - Articulation - Funding - Flexible delivery - Enrolment on foundational programmes - Age profile
Equity, redress and transformation	- Participating rate by gender and race - Staff qualifications - Number of new colleges in rural areas - Infrastructure - Equipment
Quality	- Workplace arrangements - Student support services - Lecturer development - QA arrangements to work together

System Policy Goals	Broad indicators based on sector goals
Efficiency and success	- Staff: student ratios - Student engagement - Student, staff, employer satisfaction - Employer take up of students - Employment / self employment of students after learning contracts - Retention and persistence - Dropout - Provision using technology - Throughput (minimum for programme and after determined times) - Graduate destination - Shared services and infrastructure

Annex: Policy and legislative changes for implementation of proposed qualifications

To achieve the changes needed to streamline and simplify TVET qualifications as proposed, the following legislative changes are required.

Proposal	Required Policy and Legislative Changes
TVET Colleges will increasingly offer Higher Certificates	The CET Act will have to be amended to accommodate this.
Foundational Learning needs to be funded	Funding norms and the funding framework have to reflect this.
Fiscal funding can and should be used to stimulate and support public/private partnerships in areas of demand	This needs to be reflected in funding norms and frameworks
Fiscus and Levy Funding to joined up seamlessly and linked to an occupation	This needs to be reflected in the SETA Grant regulations under Discretionary Grants
DHET will evaluate college enrolment plans	Amendments to the CET Act are required to make provisions for this.

CHAPTER 5: HIGHER EDUCATION

[Note: this chapter is still in development. Some areas, such as the Differentiation Framework have been discussed in some detail within the HE TT. There are a mix of proposals in other sections that are work in progress.]

5.1. INTRODUCTION

A single coordinated higher education system for a democratic South Africa has now been in place for 20 years. Planning for a post-1994 higher education system commenced with the work of the National Commission for Higher Education (NCHE) completed in 1996, and continued with the adoption of the Higher Education Act (HE Act) in 1997, the release of the White Paper 3: A Programme for the Transformation of Higher Education (WP3) and then the introduction of the National Plan for Higher Education (NPHE) in 2001. The Higher Education Act has been subject to several changes over the years with the most recent amendments being adopted in 2016, following an extensive and inclusive review process. In 2013, the Department of Higher Education (DHET) released the White Paper for Post-School Education and Training (WP PSET). This Plan derives its mandate of the White Paper for PSET, but draws also on many of the policy goals of the WP3, which remain relevant in the current period. **This National Plan for Post-School Education replaces the 2001 National Plan for Higher Education.**

The higher education sub-system has been subject to numerous global and local pressures over the past sixteen years since the release of the National Plan for Higher Education (NPHE), and these have affected different institutions in different ways. The sub-system overall has continued growing as more students qualify for university access. There have been many areas of improvement, and the policy and funding drivers in place are starting to take effect. However, despite the relative successes of the higher education sub-system in relation to the other parts of the PSET system, the Plan addresses a number of challenges which remain.

Inequalities between institutions continue to reflect the legacy of the past; overall student success shows improvement, but is far from being good, and there are inequalities in who accesses which programmes, and who succeeds in what ways. Academic staffing is a major policy focus as there is a need to ensure the growth and development of the academic profession to support improved teaching and learning, curriculum development and research capacity. In addition, at a sector level, there are concerns that there has been a lack of purposeful differentiation, and that mandate and mission drift has occurred.

There are major problems with affordability and sustainability in the higher education sector, as the proportion of public university budgets reliant on student fees have grown to unaffordable levels, while state funding has not kept pace with growth. Linked to this have been waves of student protest creating instability in a number of institutions, and most recently across the sector as a whole.

Student protests and demands have gone beyond the issues of fees and financing of universities to raise a range of concerns about curricula, teaching, and institutional cultures, with many expressing widespread frustration at the slow pace of transformation, including addressing curriculum change, and the demographics of academic staff.

This plan suggests the conditions necessary to develop the kind of university sub-system we would like to see in 2030, in the context of a developing post-school system. At this moment, the higher education sub-system is at a crossroads. We must build upon the strengths of the sector to make it more successful; to pay attention to student success and equity and the need to rejuvenate the academic profession and change the demographics of academic staff; to make it more efficient in the way we use resources; to make it more responsive to and engaged with the needs of students and society; to enhance research and innovation capacity; to improve governance and regulation to balance accountability with autonomy; and to ensure affordability and long-term sustainability.

5.2. GOALS AND PRIORITIES OF THE HE PLAN:

The overarching goal of this Plan for HE is to support the growth, development and sustainability of a strong, purposefully differentiated higher education sub-system developing skills and knowledge for social and economic development.

This includes:

- Improving equitable access to quality, responsive and affordable university education and improving student's chances of success in all areas including employability..
- Growing the staffing capacity of the university sub-system to support its growth, development and transformation.
- Appropriately balancing public accountability with institutional autonomy, ensuring engaged universities that are well governed and managed, appropriately monitored, and sustainable for the long term.

Priority Areas

- A focus on the meaningful transformation of the higher education sub-system to meet national goals. Transformation does not stand alone as a separate area of work -it is an integrated part of the overall goals for the system.
- Strengthening the framework for a differentiated higher education sub-system.
- Strengthening and development of existing mechanisms to support the steering and funding of the sub-system to support the achievement of the goals.
- Focusing on improving sector and institutional governance.
- Significant and continued focus on student access and success initiatives, which includes addressing inequities and strengthening capacity in these areas.

- Specific attention to the staffing of the sub-system from an equity point of view, capacity development and long-term rejuvenation of the academic profession to support the higher education sub-system.
- A significant focus on the affordability of public higher education, the real costs of providing quality, responsive higher education, and the sustainability of the sub-system for future generations.
- Improving the relationship between universities and the other sub-systems of the post-school system, including articulation between colleges and universities as well as universities playing a greater role in building and supporting the college sub-systems.
- A growing focus on open learning and the use of technology to enhance higher education teaching and learning, in combination with the ongoing review of distance education methodologies.
- An emphasis on the curriculum development skills needed to effectively develop the higher education sector and ensure that graduates are employable by industry.

5.3. CONTEXT AND BACKGROUND

[This is incomplete: these [arts are planned as short sections, but are important for introducing the plan.]

The current state of the Higher Education Sector

This section will focus on outlining the current state of the HE sector in SA, reflecting on shifts that have taken place since 1994, major achievements and continuing challenges. The focus will be on overall trends.

Reflecting on the National Plan for Higher Education

The section will include a direct review of the National Plan for Higher Education and where it achieved its goals, its successes, as well the unintended consequences of the NPHE choices, and also where there is continuity between work proposed in 2001 and priorities for 2017.

Recent developments in Higher Education

This short section will provide a brief overview of some of the more recent developments in the sub-system – particularly since the release of the White Paper PSET: the funding challenges and the focus on free education, related processes etc, student protests and effects of these, areas of renewed interest and focus including public accountability of universities, curriculum, legitimacy of student governance structures and changing nature of student politics, etc.

5.4. A FRAMEWORK FOR A DIFFERENTIATED HIGHER EDUCATION SECTOR

The case for a framework for institutional differentiation in higher education

There is widespread agreement that institutional diversity is necessary if the higher education sub-system is to effectively and efficiently meet the social, economic and cultural needs of the country. A diverse range of institutions is required, in particular, to:

- enhance access and mobility opportunities for students from different educational backgrounds and levels of scholastic achievement;
- respond to the range of local, regional and national development imperatives;
- support and sustain high level research and innovation capacity; and
- promote entrepreneurial activity and meet the diverse needs of the public service and labour market, by providing areas of specialisation that may be required for economic and social development.

The need for a systemic focus on institutional diversity is acknowledged in policy (Education White Paper 3 (1997) and the White Paper for Post-School Education and Training), which also recognises that diversity is promoted through processes of purposeful differentiation. The 2010 Higher Education Summit of the Minister of Higher Education & Training also emphasised differentiation as a key strategy to drive institutional diversity and focus.

Despite the recognition of the importance of institutional diversity by the government, institutional leadership and other key stakeholders, there has been a tendency (not unlike that seen elsewhere in the world) towards institutional isomorphism, which happens when all institutions aspire to a common 'gold standard', as exemplified by leading research universities. This is done irrespective of current capabilities, capacities or access to appropriate resources. This tendency towards homogenisation, depending on the particular context, is driven, unintentionally or intentionally, by many factors such as state funding, policy incentives, institutional and public perceptions of prestige, peer comparisons, global rankings and many others. It is recognised that there could be a range of contributors to this trend in South Africa

A broad framework is set out here for strengthening the purposeful differentiation of higher education institutions in the period to 2030, with the view to promoting a diverse set of institutions, which together will be able to meet the multiple goals of an effective, efficient and transformed higher education sub-system, within the broader post-school system.

This framework conceptualises differentiation at two levels, the first being through mandate differentiation into four institutional types and the second by way of distinct institutional missions.

Mandate and Mission Driven Differentiation

Differentiation through Institutional Mandates

The White Paper for Post-School Education and Training and the amended Higher Education Act (2016) sets out the first level of institutional differentiation, i.e. the designation of four institutional types – traditional universities, comprehensive universities, universities of technology (UoTs) and higher education colleges. Each higher education institution has a formal designation or **mandate**. The distinction between these four institutional types will (continue to) be based on programme differentiation and will be regulated through the Programme Qualification Mix (PQM)/Enrolment Planning process. Higher education programmes are disaggregated into three broad tracks – general formative, professional and career-focused programmes.

- General formative qualifications primarily include degrees in core founding disciplines, such as those central to the curricula of general degrees (BA, BSc, B.Com, BSocSci etc).
- Professional studies primarily include degrees that demand some mastery of the fundamental concepts and theories of the cognate disciplines upon which their knowledge field draws, while directing theoretical understanding to its application in practical contexts. These qualifications often lead to professional registration. Examples include the MBChB, LLB, BEd etc.
- Career-focused qualifications include higher certificates, diplomas and degrees that have a distinctive focus on the vocational. Examples include B.Tourism, B. Engineering Technology etc.

Institutional Mandates:

Traditional universities will operate primarily in general formative and professional education (two tracks).

UoTs will operate primarily in career–focussed education and secondarily, in professional education in some areas (one core and one secondary track).

Comprehensives will operate in general formative, professional and career-focussed education (all three tracks).

Higher Education Colleges will operate in career focused education (single track).

University Colleges can be established in the higher education system following the amendment of the HE Act in 2016. However it should be noted that these are not specifically an institutional type. Rather the category allows for the development of new institutions which over time will develop into one of the institution types above.

It should be noted that, following the revision of the Higher Education Act, private higher education institutions will also be categorised in relation to these mandates, with the bulk currently falling in the category of Higher Education Colleges. Private HEIs must be considered in the analysis of the HEI landscape, as new programme

proposals with high implementation costs must analyse both public and private provision.

This framework for the designation of institutional mandates does not address the scope of programme offerings in relation to either disciplinary fields or vertical levels of programme offerings. This will be addressed through the second level of differentiation, which will be linked to institutional specific missions and niches (see below).

Mandate differentiation will be steered and monitored through the PQM/Enrolment planning process already in place, with a focus on avoiding mandate drift. However, it is recognised that some flexibility might be required to allow institutions to offer programmes outside the scope of their mandate if it is warranted, for example, in areas of specialisation; where there is limited capacity; or in response to local or regional priority areas. Such exceptions will be managed through the process of engagement between the DHET and individual institutions, described below, and will depend on the necessary capacity being available to support such exceptions.

A high level analysis of the academic activity of each of the universities in terms of this framework (other than UNISA and newly created entities), shows that the institutions broadly comply with the designated mandates, with the exception of the Universities of Venda and Zululand. These two institutions were historically traditional universities, but were re-designated as comprehensives in 2004 as part of the overall restructuring of the institutional landscape of higher education. The rationale for the re-designation was to address the gap in the provision of career-focused higher education in the geographical vicinity of these two universities. However, no systematic academic or resourcing plans were put into place to support the proposed change of mandate.

This will be re-visited in support of this framework. The DHET will engage separately in consultations with the Universities of Venda and Zululand (as well as other stakeholders including higher education and TVET colleges in the vicinity of the two universities), to determine whether to retain the comprehensive mandate or to revert to the status of traditional universities. In the event that the comprehensive mandate is retained, the institution(s) will be supported with the necessary resources and capacity to operate in all three programme tracks, as appropriate.

The DHET will also elaborate on the scope of qualifications to be offered by higher education colleges. It is anticipated that the development of programme and qualification offerings at the colleges will require collaboration and partnerships with both public TVET colleges, other public colleges not under the mandate of the DHET, and primarily UoTs and comprehensive universities.

The integrated chapter of the National Plan also makes reference to possible changes to the designation of particular campuses of universities, which may be re-purposed as part of the broader differentiation process of the post-school system, which includes a range of other institutional types outside the higher education sub-system.

Differentiation through Institutional Missions and Niches

The White Paper for Post-School Education and Training's vision of a diverse higher education sub-system is a "continuum of institutions ranging from "largely undergraduate universities to specialised, research-intensive universities which offer teaching programmes from undergraduate to doctoral level". This is in line with the National Development Plan 2030, which calls for the development of "a few world class centres and programmes within both the national system of innovation and the higher education sub-system over the next 18 years. These should be in South Africa's areas of comparative and competitive advantage". Such an approach to strengthening research-intensive universities/centres is driven by a focus on purpose linked to national and continental social and economic development imperatives.

A key proposition is that each institution will have a distinct mission, which would define its position within the overall system.

The White Paper also sets out a number of principles to inform the differentiation of universities, including the following:

- All universities are equally important to the system as a whole;
- All universities must offer high quality undergraduate education;
- All universities should engage in some level or type of research;
- All universities will be responsible for addressing the imperatives of equity and social justice;
- Policy and funding should ensure that where quality of teaching and/or research is high, this should be sustained and improved;
- Differentiation will be responsive to the contextual realities of institutions;
- Differentiation policy and strategy should be aligned to national development policies, such as the National Development Plan and HRD strategy; and
- Better intergovernmental coordination and policy alignment (especially between the DHET and DST) will support the differentiation strategy.

These principles, along with an assessment of the performance and capacity of each institution in key areas and the availability of resources will be used as the basis on which the DHET will arrive at formal agreements with each institution, setting out its distinct mission and scope of activities. Such binding agreements will, in the first instance, be for a five year period (linked to the current enrolment-planning and strategic planning cycles of the DHET), after which they will be reviewed, to take account of changes in capacity and identified local and national needs. The agreements will be gazetted by the DHET. The DHET will also determine the sanctions to be applied against institutions that do not adhere to the agreements. Based on the aggregate of the institutional agreements, the DHET will publish a 5 yearly public report on the overall institutional landscape of higher education and its contribution to human capacity development, knowledge production and engagement with the broader development imperatives of the country.

It must be emphasised that the envisaged process is not a new, stand-alone initiative but rather an extension of the current enrolment planning process, supported by the

performance monitoring process, which will result in a binding agreement between the DHET and individual institutions. It integrates the related planning, funding and monitoring processes, guided by an overall framework.

The underpinning basis for these institutional engagements will be elaborated by the DHET but will include, in addition to the White Paper principles (listed above) the following considerations:

- Overall size and shape of the higher education system, as informed by affordability and, in particular, the availability of resources from the fiscus;
- National and regional development priorities (including research & innovation priorities) and interventions to address the needs of disabled students and staff;
- An assessment of the performance and capabilities of individual institutions as reflected in annual performance plans, the four institutional types and the system as a whole in terms of an agreed set of performance indicators;
- Areas identified for purposeful growth and development, including critical skills areas and specific initiatives to address historic institutional inequalities.

The agreement between the DHET and each institution will address the following areas, amongst others:

- location and distinct niche of each institution within the broader higher education system;
- location and positioning of an institution within a particular local and regional context;
- scope of an institution's involvement in postgraduate studies and research. This will include the identification of national and international areas of excellence;
- scope of an institution's undergraduate involvement;
- scope of the institution's involvement in open and distance education;
- development of new infrastructure (buildings, research and ICT);
- development of new areas of teaching and learning;
- areas (academic programmes, research and support activities) to be strengthened or developed through inter-institutional and/or regional collaboration; this includes partnerships across the PSET sector as a whole;

The intention of this framework is not to place additional administrative burdens on institutions and the DHET, nor do we wish to destabilise the system but rather to implement a mechanism that will allow higher education institutions to re-imagine their futures in ways that draw on their strengths and geographical location. For the system as a whole, it is anticipated that the process will lead to a diverse institutional landscape comprised of strong, focused and sustainable institutions. While all institutions will be required to offer high quality undergraduate education; to engage in some form of research or scholarship; and to be socially engaged and responsive, each will have a discernible identity: some as undergraduate universities with excellence in teaching and learning; some as research intensive universities with nationally and globally acknowledged areas of advantage; some as universities of technology with strong technology transfer capacity; and some as universities

focused on meeting local or regional needs etc. All institutions are expected to strive for high quality in their chosen niche, and will be differentially monitored and measured according to the agreed mandate and mission, and their own developmental capabilities, rather than in competition with all other institutions in the system.

Over the past two decades there has been much suspicion of any attempt to formally differentiate the system as it is feared that this would invariably entrench historical patterns of advantage and disadvantage, or establish new hierarchies of privilege. While all policies and implementation processes carry the risk of unintended consequences, the DHET is committed to ensuring that this differentiation framework is implemented in ways that allow institutions to transcend their histories. The framework is intended to stimulate all institutions to chart their own developmental trajectories within the bounds of available resources and capacities and within the framework of dynamic regional, local and national developmental imperatives. No institutional niches should, in principle, be cast in stone or frozen in time. At the same time, great care must be taken to avoid arbitrary or random evolution of mandates and missions that cannot be sustained by the system as a whole. Clear rules of engagement regarding evolutionary transitions across the broad institutional types should be put in place, including a framework for consultation and approval by the DHET.

The achievement of these goals will require judicious steering and monitoring on the part of the DHET, especially in a resource constrained environment. Limited resources from the budgets of both DHET and DST, for example, will need to be used to retain and enhance South Africa's globally competitive research capacity, as well as its role as part of the southern African and African higher education systems. Equally, the DHET recognises that dedicated resources, backed by appropriate plans, policies and performance indicators, will be required to give effect to specific institutional goals that are integral to their distinct missions. In this respect, a set of performance indicators, differentiated in type or weighting, will be developed. The University Capacity Development Grants and infrastructure funding will be key instruments to steer the system toward achieving purposeful differentiation.

This framework is developed based on a range of long-term sectoral discussions and a broad consensus about the need for a purposefully differentiated university sector.

Actions:

- Develop a clear set of guidelines for formal implementation of the differentiation framework with a view to implementation in the next enrolment planning cycle;
- Consolidate existing planning and monitoring mechanisms into an explicit framework document to reflect the intent of the differentiation framework;
- Analyse the funding framework to ensure that it can support the purposeful differentiation necessary;
- Develop an explicit set of indicators that can be adapted across institutions, and grouped appropriately to allow for a more differentiated performance monitoring process;

Develop a more stream-lined reporting process to ensure that institutions are not over-burdened by different reporting mechanisms, but ensuring that adequate institution-specific information and data is available for effective monitoring.

These actions are primarily the responsibility of the DHET, in consultation with the higher education institutions in the system. The later section on monitoring, evaluation and data focuses on the indicators and reporting in more detail.

5.5. DEVELOPING THE SUB-SYSTEM: TRANSFORMING HIGHER EDUCATION FOR EQUITY, SUCCESS AND SUSTAINABILITY.

This section outlines the core proposals for the development of the higher education sector, with a focus on building capacity, improving quality and responsiveness, addressing staffing, and giving students the best chance of success.

Student access and success

The persistent social and economic inequalities in society still impact on who accesses higher education, which institutions people attend, and how well they are able to succeed in their studies. This relates to a complex set of factors, including the ability of many students to access funding to support fee payments and living expenses; their levels of prior educational experience and achievement which affect their ability to become effective students; the kind of pedagogical and psycho-social support they are able to access while studying; and their ability to adapt to the rigours of higher education study. Although personal factors do play a role, it is recognised that in South Africa personal ability is heavily mediated by educational and social background, which means that institutions have increasingly had to develop mechanisms to be responsive and supportive to a broader range of students than was the case in the past. The benchmark student is no longer white, male, middle class, and socially privileged. Higher education institutions must cater for a range of students with different educational backgrounds.

Situation analysis: student success in the higher education sub-system

The current South African higher education sector, which has been built on a history of exclusion and inequality has made huge strides in expanding access. Enrolment has grown significantly from 495 356 in 1994 (DHET, 2015), to 1 111 712 in 2014 (DHET, 2016a). Enrolment in public universities in 2015 was 985 212, and based on this figure, the DHET estimates that in order to reach the National Development Plan (NDP) enrolment target of 1 620 000 by 2030, enrolment would have to increase at the rate of 3.5% year- on -year (DHET, 2016a). The demographic profile of students in South African universities has also changed, with a marked increase in the number of students in all racial groups, and a larger increase for Africans than for other groups. Enrolment for African students rose from 59.8% in 2001 to 70.1% in 2013 (DHET, 2015), and that for coloured students rose from 5.3% to 6.2% in the same period. Gender proportions have also changed - in 2014, female students constituted 58.3% of all students in universities (DHET, 2016a). However, there are still

significant inequities between the participation rates of White and Indian students compared to African and Coloured students.

The significant growth in access to higher education has changed the student profile of public universities, which are no longer reserved for the elite few, but have opened up to a diversity of students from different socio-economic and schooling backgrounds. However, the articulation gap between schooling and the epistemological demands of higher learning continues to affect throughput of students in the higher education system, in combination with a range of other factors that impact on student success. As a result, the successes achieved in expanding access have not been matched by equivalent success in retention and throughput rates. Cohort studies have shown that there is a high dropout rate, especially after the first year of study, and this is a major concern for the system (DHET, 2016b). However, there are signs of improvement, as highlighted in Tables 2 and 3, which show a reduction in the dropout rate after the first year in 2012. There is evidence that some of the funding and policy drivers are starting to show positive results.

Table 2: Contact and distance student dropout rate for student cohorts that entered 3 and 4 year university programmes from 2000 to 2012

Intake year	Number	DROPOUTS (%)								
		Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9
2000	98095	31.5	36.9	41.3	44.3	45.5	46.7	47.3	47.0	47.1
2001	110279	29.6	38.4	41.8	44.4	47.0	48.0	47.8	47.9	47.3
2002	122945	30.9	37.7	39.7	44.3	46.2	46.5	46.6	45.8	45.4
2003	127507	26.4	34.8	39.1	42.9	44.3	44.5	43.7	43.2	42.9
2004	125823	26.9	35.3	38.7	41.7	42.7	42.3	42.1	41.9	41.0
2005	115311	25.1	33.4	35.6	37.9	38.5	38.8	38.7	37.8	
2006	119467	27.5	34.0	35.6	37.4	38.0	38.4	37.6		
2007	130150	26.3	32.1	33.3	35.7	36.6	36.3			
2008	129976	24.5	30.1	31.4	33.6	34.0				
2009	144035	21.1	27.0	28.7	29.9					
2010	147887	20.0	26.8	27.1						
2011	156929	21.3	26.4							
2012	150012	19.1								

In 2012 dropout after the first year was under 20% for both contact and distance education. This comes down to only 14.4% when only contact institutions are considered as highlighted in Table 3. The higher dropout rate when UNISA is included is a cause for major concern within the university system - that the sole biggest distance institution at the time is responsible for a large proportion of the dropout rate compared to the other 22 universities. It is however positive that the system seems to have improved its retention of learners which could suggest that all the efforts at improving the efficiency of the system have begun to take effect.

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Table 3: Contact student dropout rate for student cohorts that entered 3 and 4 year university programmes from 2000 to 2012

Intake Year	Number	DROPOUTS (%)								
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
2000	70994	23.6	29.6	34.9	39.0	40.2	41.7	42.1	42.1	42.0
2001	81303	22.6	32.4	36.6	39.5	42.5	43.4	43.7	43.6	43.6
2002	90365	25.6	32.9	34.1	39.8	42.0	42.8	42.8	42.6	42.5
2003	96243	20.3	28.1	32.9	37.6	39.5	39.9	39.9	39.9	39.8
2004	94891	20.1	28.9	32.4	36.6	37.7	38.0	38.2	38.2	37.9
2005	85408	19.1	26.2	28.9	31.5	32.9	33.6	33.8	33.5	
2006	83518	18.1	24.7	25.7	28.5	30.0	30.5	30.5		
2007	88523	17.5	22.9	23.8	27.2	28.5	29.2			
2008	92387	16.6	22.0	23.4	26.2	27.5				
2009	109869	17.4	22.6	24.1	26.5					
2010	108055	15.4	21.1	21.4						
2011	104393	14.8	19.2							
2012	104723	14.4								

Another measure of success of the sub-system, cohort completion rates, highlights some inefficiencies in the system. Cohort studies of students in three or four-year programmes show that 44.2% of the 2000 cohort had graduated after five years. For the 2009 cohort, 53.5% of the students in the cohort had graduated after five years, an improvement on the 44.2% of the 2000 cohort (DHET, 2016b). Although throughput is still low, there are signs of an improving system. Table 4 presents cohort graduate data.

Table 4: Contact student graduation rate for student cohorts that entered 3 and 4 year university programmes from 2000

Intake Year	Number	GRADUATES (%)								
		Year 1	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
2000	70994	18.8	35.1	44.2	49.3	51.9	53.4	54.4	55.2	
2001	81303	18.3	34.3	42.9	48.2	50.6	52.0	53.0	53.7	
2002	90365	18.4	34.5	44.2	49.2	51.6	53.0	54.0	54.7	
2003	96243	18.6	36.9	46.5	51.7	54.1	55.6	56.6	57.3	
2004	94891	18.7	37.1	47.5	52.9	55.5	57.2	58.2	59.0	
2005	85408	19.8	40.0	51.3	57.1	60.0	61.6	62.7		
2006	83518	20.6	41.9	53.5	59.7	62.7	64.5			
2007	88523	19.5	41.3	53.9	60.4	63.7				
2008	92387	19.3	41.8	54.6	61.4					
2009	109869	17.5	40.4	53.5						
2010	108055	19.9	44.0							
2011	104393	20.0								
2012	104723									

Graduation rates also reduce significantly when Unisa is included as Unisa graduation rates are very low.

The poor success rates at undergraduate level affect the success of the university system at postgraduate level, as poor throughput means a limited pool of students are able to enter postgraduate study. Despite increases in postgraduate enrolments in the last fifteen years, enrolments in both Masters and Doctoral programmes are still low. This presents a challenge in meeting the National Development Plan (NDP) of producing 5 000 PhDs annually by 2030.

There is little doubt that despite the progress in student throughput and success, a range of innovative practices, and pockets of excellence, this must be a core area of focus for the system over the next 12 years. Overall dropout must be reduced, throughput must improve with greater numbers of students succeeding in shorter periods of time, and inequities between groups of students must reduce.

Factors affecting success

The multiple and complex academic and non-academic factors contributing to low success rates in South African universities have been well documented over a long period of time. At undergraduate level, poor success can be attributed among many other factors to the articulation gap between school and university, access to adequate funding for tuition and living expenses, and poor living conditions for some students. Large classes, poor early warning systems, limited access to student support services (both academic and psycho-social), curriculum design and pedagogical challenges, language issues, inadequate or inappropriate teaching and learning facilities, the use of ICT infrastructure, and many other factors impact overall on the ability of institutions to facilitate improvements in student success.

While we now know a great deal about the broad range of factors impacting on student success, it is widely agreed that no single intervention can solve the challenges of improving success for all students. Systemic and focused interventions are required at all levels to impact on student success, and the sector must improve on its ability to learn from what works.

Student success does not arise by chance. Nor does substantial improvement in institutional rates of student retention and graduation. It is the result of intentional, structured, and proactive actions and policies directed toward the success of all students. Effective institutions provide a clear template for the actions of all its members: students, faculty, and staff alike. They establish structures within which various parts of the organisation relate to each other and together impact student success. They address systematically each of the conditions shaping student success and do so over the full course of student progression through the institution. Finally, they are proactive: they take action to control events shaping student success rather than merely responding to events. Given evidence of effectiveness, they will often require action rather than leave it voluntary (Tinto, 2012, pp116 – 117).

Strategies

CAS and Career development services provide support for access and appropriate placement of students at a system level.

In addition, DHET expects all institutions to have policies and mechanisms in place for the appropriate placement of students.

[This section will also mention articulation issues here, in particular from other PSET institutions, and cross reference to the level 5 project- collaboration between universities and TVET Colleges]

A systemic focus on student success is necessary for all institutions. This means paying attention to a range of factors that will enhance student's chances of success. Overall improvements must continue in the following areas:

[This section may need targets in terms of percentage increases over time]

- Improvement in the retention of students after first year;
- Improved throughput rates overall;
- Improvement in the numbers of students graduating in regulation time;
- Improvements in overall throughput rates; and
- Overall improvements in equity and in areas of weakness (particular courses etc)

Other areas to be addressed:

- Use of data analytics to improve knowledge about student needs, develop early warning systems, guide students appropriately etc.
- Innovations in the use of ICT to support improvements in teaching, learning and research.
- Good undergraduate teaching must be a focus of all institutions and strategies to improve teaching and learning must be explicitly part of all university strategies and missions and well reported on.
- Growth in the numbers of students accessing extended curriculum programmes.
- Student support systems (both academic and psycho-social) must grow and improve to support student success. (includes tutoring and mentoring, first-year experience and many others)
- Greater numbers of students accessing formal student housing (or university approved/regulated housing) as this has been shown to enhance student success.
- Improved staff capacity to support teaching and curriculum development (discussed in the next section).
- Rewarding and recognising teaching capacity and excellence.
- Access to appropriate funding (later section).

The DHET will continue to monitor and support the sub-system to achieve these goals by:

- Conducting regular cohort studies
- Monitoring the progress across institutions and qualifications through reporting and data collection;
- Providing financial support via earmarked grants for key initiatives that will enhance student success. These include:
 - o the foundation provisioning grant to support extended curriculum programmes. Though the DHET has not adopted the CHE proposals to restructure curricula overall, it does intend to support greater numbers of students in ECPs, which have been shown to improve

- student retention and throughput. The target percentage of first-time entering students for extended programme access is (??%)
- Support for student housing initiatives and improvements in the living conditions of students in residence. Greater access to quality housing.
- Infrastructure grants which support a range of infrastructure developments to support teaching and learning and research.
- The University Capacity Development Grant (discussed below).
- Continued financial support for poor and working class students through NSFAS for both tuition fees and living expenses, new forms of financial support in the form of loans and bursaries for students who do not qualify for NSFAS support (this is discussed in the later section on funding).

University Capacity Development Programme and Grant

The UCDG is an earmarked grant which consolidates the Teaching Development Grant (TDG) and Research Development Grant (RDG), and extends their functions. The UCDG will provide the resources to address transformational imperatives of equity, quality, and success in the university sector, and advance the gains of the TDG and RDG by addressing overlaps between these grants and avoid duplication and wastage. The UCDG will also support university development that was not supported through the other earmarked grants.

Three focus areas will inform the key interventions that will be supported by the UCDG to enable a *structured and integrated approach to improving student success*: (1) student development initiatives to improve success, (2) staff development (which is also a key enabler of student success) and (3) programme/curriculum development (also a key contributor to student success). In this way the UCDG cuts across three major areas of developmental focus for this Plan.

The UCDG will support a University Capacity Development Programme (UCDP) which will enable national and institutional priorities. Staff development programmes supported by the UCDG will be implemented as part of the SSAUF and will also include the Higher Education Leadership and Management Programme (HELMP) focused at developing staff in leadership and management positions at universities. HELMP will be implemented by Universities South Africa (USAf). The UCDP will support collaboration by funding development initiatives of strategic importance to the sector involving multiple universities. Collaboration will also be promoted through sharing of practice at tri-annual staff and student success symposia.

As an earmarked grant, the UCDG will only provide catalytic funding so further funding will be required to achieve sustainability of gains from interventions. It will therefore work in tandem with a range of other institutional and sectoral initiatives.

5.6. STAFFING THE HIGHER EDUCATION SECTOR

The staffing of the university sub-system is a vital focus area for the National Plan, as it remains an area of grave policy concern.

Rapid expansion of student numbers has not been matched with growth in the number of lecturers in the system. In 1994 the lecturer: student ratio was 1:38.5 and by 2013 this had increased to 1: 55.7 (DHET, 2015). While, the high lecturer student ratio is a concern, another worry within the system is the demographics of the existing lecturers. Available data up to 2012 shows a dominance of white lecturers in the system (DHET, 2014) signalling slow progress with transformational imperatives at staffing level to complement the transformation being achieved among the student complement. It is also a matter of concern that large numbers of academic staff are reaching retirement, and progress in recruiting new generations of academics has been slow.

Table 5: Lecturer Demographics at South African Universities 2003 - 2012

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
African	9 732	9 080	9 680	10 276	9 875	10 803	12 169	13 593	15 128	16 429
Coloured	2 061	1 826	1 835	1 954	2 136	2 187	2 263	2 398	2 734	2 664
Indian	3 613	3 351	3 480	3 779	3 705	3 899	3 656	3 932	4 302	4346
White	28 139	25 509	24 242	25 174	24 199	24 138	25 067	26 041	27 056	27 456
Unknown	2 112	1 406	1 280	1 537	1 468	1 347	291	615	763	678
Grand Total	45 657	41 172	40 517	42 720	41 383	42 374	43 446	46 579	49 983	51 573

There are several background points that need to be made here, including the increasing proportions of temporary staff and the decline in permanent academic staff – this section will provide an overview of all the trends.

Areas of focus where strategies are needed:

- Developing and supporting new generations of academic staff to replace the ageing, predominantly white cohort of academic staff across the system and to ensure that adequate capacity is available for the future.
- Transforming the profile of academic staff at all levels, paying particular attention to inequities at senior levels. In particular we must give attention to growing the numbers of black South African academics in all public institutions.
- Professionalising teaching in higher education, by building the capacity of lecturing staff (including a focus on curriculum development skills and capacity)
- Improving the qualifications of existing academic staff
- Reducing the ratios of permanent to temporary staff

Approach is a more coordinated effort to pay attention to the transformation challenges in the area of academic staffing and over time to shift demographics, make academic careers more attractive, focus on pathways for new generations of scholars, and provide adequate capacity development across the system at different levels. This will require clear institutional strategies (which go beyond compliance with the employment equity act because they are intensified, broader and more sustained), combined with steering and support mechanisms at national level. One of these strategies is the SSAUF which combines a number of these approaches and is supported through the University Capacity Development Plan and Grant. This is intended to stimulate some of the necessary changes in the system. However, it must be noted that SSAUF is only one intervention in a large system and the overall

rejuvenation of the academic profession, the need to ensure the long-term sustainable development of new generations of academics, and all the other initiatives necessary will not flourish without addressing the issues relating to the future sustainability and funding of the higher education system.

SSAUF

The Staffing South Africa's Universities Framework (SSAUF) is a national and sector response to the staff capacity challenges in universities. SSAUF adopts a holistic approach to developing staff capacity by focusing on the identification of potential talent at senior undergraduate and postgraduate level, and offering targeted and diverse support through the development trajectory to becoming an academic to those who are recruited on the programme. SSAUF comprises five programmes:

- The Nurturing Emerging Scholars Programme (NESP) focuses on identifying students in the final year of undergraduate studies or studying for their Honours degrees who have the aptitude and disposition to be academics and encouraging them towards an academic career by inviting them to seminars, offering them higher degree scholarships, tutoring opportunities, and avenues to participate in structured mentoring.
- New Generation of Academics Programme (nGAP) is the largest SSAUF programme and focuses on recruiting new academics to address equity disparities and in disciplinary areas of the greatest need. The programme is based on a six year cycle, with the first three years of development fully-funded by government and the final three years co-funded by universities and DHET.
- The Existing Academics Capacity Enhancement Programme (EACEP) targets the development of academic staff in universities, by supporting them to complete their doctoral studies and professional development in teaching and research, social engagement and academic leadership.
- Supplementary Staff Employment Programme (SSEP) supports other SSAUF programmes, by enabling universities to employ contract staff on a needs basis to address gaps in staffing until there is a more permanent and sustainable supply.
- The Staffing South Africa's Universities Development Programme (SSAU-DP) is a cross cutting programme that supports teaching and research development in the other SSAUF programmes, to promote retention and success in these programmes.

5.7. TEACHING AND LEARNING AND CURRICULUM DEVELOPMENT

[This section will to address strategies for improving teaching and learning, the use of technology-enhanced strategies to improve teaching in support of student success. The section is very under-developed, and is a priority for development. There is some overlap with the two sections above, and other aspects may also need to be integrated or cross-referenced.]

Curriculum development

It will also outline some signals about curriculum transformation and development – difficult because this is part of raging debates – and there is a lack of clarity about what is actually happening in the system. On the one hand, curriculum development is an ongoing process, and many institutions have been engaged in (or are currently engaged in) large-scale and ongoing processes of curriculum reform. So we have to articulate a national approach that recognises the importance of curriculum development as an ongoing activity that takes place in universities, while also being cognisant of transformation/responsiveness/decolonisation etc demands. It is very important to separate the roles of institutions from the signals that can be set out at national level. Perhaps a broad framework is necessary, but might not be possible. In essence, curriculum development is part of the ongoing work of universities, and is not just about what is taught, but about responsiveness to location, student capabilities, and is linked to pedagogy and modes of learning/teaching. Curriculum development processes and systems will differ across universities, so we have to be careful about what kinds of signals can be sent. Curriculum development capacity is something that needs to grow across the system, so this is an important area to emphasise and to stimulate. Also the capacity for good curriculum development work is strongly linked to academic staffing, and therefore to the strategies mentioned in the previous section.

[Extended programmes should also be mentioned here?]

The development of African languages

African languages need to be addressed specifically in the Plan. The focus on the development and rejuvenation of systemic capacity in African languages is mentioned in the White Paper and is important. The Language Policy is being re-developed to address the neglect of African languages, the decline of African language departments and capacity, and a (purposeful) lack of specificity in the existing policy. The trends towards the dominance of English must also be noted. Overall the areas requiring some strategy are: the purposeful strengthening of African language departments – in all indigenous languages- for a range of purposes, including the development of the languages themselves and the need for growth in scholarship in this area, the importance of African languages for particular fields of study (particularly for foundation phase teaching, health sciences, social work and other professional qualifications); the emphasis on language policies of institutions; the promotion of multi-lingualism in institutions (for communication, administration); the importance of developing mechanisms to support teaching and learning and research through the use of African languages, terminology development etc.

The policy revision will be followed by a detailed plan, which is likely to be completed in tandem with the plan, but the broad strategies will need to align. Also the plan for African languages development will have financial implications. There will need to be investment in the rejuvenation of African language departments across the sector. As this is linked to the broader development of the Humanities

within the higher education sector, the National Institute for the Humanities and Social Sciences (NIHSS) may be an appropriate driver of this project.

Distance education

The potential for expansion of the public higher education sector has partly been addressed by the *Policy on Distance Education*, which allows for the provision of distance education by all public universities. In pursuance of a differentiated higher education sector, distance delivery should be in line with institutional approved missions. The provisions of this policy break down the binaries of contact and distance education that have characterised university provision for a long time. However, the growth of formal distance education provision must be carefully planned, as there is concern about the poor throughput of students in traditional distance programmes, and low levels of support for students who would perform better in a contact environment. In addition, it is not clear that distance education creates more economies of scale, unless students are succeeding. The costing project of the White Paper showed that the current distance education models are in fact more expensive than contact models because of the weak throughput. Quality assurance is regarded as a critical component to the provision of distance education, and any contact programmes moving to distance provision will require reaccreditation to ensure that the curriculum is designed in a way that supports learning at a distance and that there is requisite staff and learning materials. There is a need to focus on what can be done to strengthen support for students studying in distance mode, using existing planning, monitoring and quality assurance mechanisms.

Open learning and innovations in technology-enhanced learning:

[This section needs considerable work to make it clear what the broad signals are which will be sent]

- The successes of use of technology for teaching and learning are well documented. The DHET is in the process of implementing the second phase of the Rural Campus Connectivity Project, which will improve student access to broadband connectivity and resources that can be accessed online.
- In order to replicate what is working well in some institutions, the DHET will encourage collaborative technology enhanced teaching and learning projects as a special project of the University Capacity Development Programme.
- From 2017, the DHET will develop the National Open Learning System (NOLS) which will host programmes and courses and open learning materials that students can easily access.
- Institutions will continually consider mixed mode programme delivery based on the needs of students and their contexts, as well as curriculum requirements. However, flexible provision should not lead to delayed exit outcomes and end up disadvantaging the students.
- The affordability of mixed mode delivery should be considered before approval is granted so that programmes remain affordable for students.

- Quality assurance considerations.

5.8. POSTGRADUATES, RESEARCH AND INNOVATION

[Ultimately post-graduate teaching may need to be separate from research and innovation. At the moment there is not enough detail to do this, in this very first rough cut.]

Higher education policy recognises the centrality of research in the production and dissemination of knowledge and the importance of a vibrant research and innovation system to support national development goals and global competitiveness.

The White Paper for Post-School Education and Training proposes that the “focus of policy must be on growing research and innovation, improving the quality of research, ensuring coherence of the policy frameworks guiding these areas across the higher education and research communities, and strengthening particular areas identified as important for national development. In short, collaboration must improve, both between universities and across the research community, which includes universities, research councils and other institutions in the private and public sectors. Quality must improve, with a focus on niche areas of national importance. High-level postgraduate output must increase, by encouraging those already in the system as well as by developing future researchers, and with a strong focus on improving equity in relation to gender, race and disability”.

Strategies are set out here towards achieving these policy objectives, with a particular focus on the role of the DHET in advancing research and innovation, both directly and in partnership with other key constituencies, in particular the Department of Science and Technology (DST) and the National Research Foundation (NRF) and other science councils.

The DHET and DST have complimentary functions with respect to research and innovation. In essence, the responsibility of the DHET is to garner the resources and capacity required by universities to sustain and grow the core infrastructure for research and postgraduate studies. The DST, via the NRF, is responsible for the provision of directed research funding through, amongst others, research grants, the establishment of national research facilities and centres of excellence, research chairs, the provision of specialised research equipment, and funding for postgraduate students and postdoctoral studies. DST support for technology transfer is directed through the Technology Innovation Agency (TIA).

There has been a sustained increase in performance-based DHET funding (generated by measurement of publication and research masters and doctoral outputs) flowing to the universities over the past years from just under R 1 billion in 2004/05 to just over R 3 billion in 2015/16.

Since 2005 (stimulated by the introduction of the then new funding research funding system), there has been good annual growth (albeit on a low base) in the production of research masters and doctoral graduates at 8.8% and 8.2% respectively. Despite

this growth, there has been no significant increase in the size of the country's human capacity for Science and Technology over the past decade. The headcount of researchers at universities, science councils, government departments and national research facilities has remained at around 43 000 over the past decade⁵. The number of PhD graduates per million of the population was 41.8 in 2014, well below that of most global knowledge economies. Relative progress has also been made with respect to the race and gender transformation of the research and innovation workforce, but inequalities persist. In 2014, 67,7% of scientific papers were reported to be authored by males and 66% authored by white researchers⁶.

Notwithstanding the reported progress, the policies of the DHET, DST and National Development Plan all call for the expansion of human capacity for the research system. In relation to the responsibilities of the DHET, the following targets are proposed:

[Targets have not yet been put into any parts of the plan, as they require costing work to be done.]

- % undergraduate/postgraduate enrolments
- Masters enrolments (research/coursework masters?) and graduates
- PhD enrolments and graduates
- % of academic staff with PhDs (to increase the postgraduate supervisory capacity in the system- current target 75%)

The degree to which these targets will be realised (both in quantitative terms and qualitatively) will depend on a number of key factors, including the following:

- real annual increases in the core DHET subsidy to enable universities to adequately grow and renew research infrastructure, including improvement to staff student ratios and supervisory capacity. Improved DHET investment in funding research will, in turn, support the DST's target of 1,5% of GDP expenditure on research;
- provision of adequate scholarship funding for masters and doctoral students. The DHET welcomes the NRF's proposals for prioritising the full funding of high-performing students from financially disadvantaged backgrounds to enable them to proceed directly from undergraduate to honours, masters and doctoral studies. By creating such a qualification pipeline, this approach should contribute to increasing the numbers of full-time postgraduate students and thereby reducing the time to completion of doctoral studies. It is estimated that, currently, the average age at completion of the doctoral degree is 45 years.

The NRF estimates that currently only around 10% of postgraduate students in the system are supported by way of (NRF-funded?) scholarships. The DHET will work

⁵ DST-NRF Centre of Excellence in Scientometrics and Science, Technology and Innovation Policy: The Changing Face of South African Science, 2016

⁶ Ibid

with the DST/NRF in an effort to increase this percentage over the next decade as part of the drive to achieve the targets set in this Plan. The DHET will also work with the DST/NRF to improve the provision of bursary/loan funding for honours students. In this way, it is anticipated that the targets and plans of the DHET and DST will be better aligned.

The attainment of the policy objectives for a strengthened and quality research and innovation system will also depend on the more efficient, effective and targeted use of the available capacities and resources in the system. This will be driven by the institutional differentiation framework adopted in this Plan (see section 3), which will require each university to enter into a binding 5-yearly agreement with the DHET to delineate the scope of an institution's involvement in postgraduate studies and research. The differentiation framework will also guide the DST/NRF in making decisions in relation to the identification of national and international areas/centres of excellence.

Incorporation of the research development grants into the broader university capacity development earmarked funding, which has happened through the University Capacity Development Grant discussed above.

National licenses for key journal data-bases

Collaboration

- for alignment of policies, plans, targets and funding;
- for monitoring the health of the research system
- for knowledge field development (i.e. the timeous identification of new fields & threatened fields that are important for national development, such as indigenous languages)

[Nothing has been developed so far on quality issues in postgraduate education.]

5.9. ENGAGED HIGHER EDUCATION INSTITUTIONS: COMMUNITY ENGAGEMENT

According to the Higher Education Act (1997) the three purposes of higher education institutions are teaching research and community engagement. Despite this third purpose being clearly stated in legislation, there is little common understanding about what community engagement is, and there is little detail in policy documents about expectations of higher education institutions in this area. It is strongly implied in the many policy goals for higher education, which have a strong focus on the important role of higher education in development, but no policy framework yet exists, nor does community engagement feature specifically in reporting requirements or funding mechanisms, and it is not explicitly recognised or rewarded in any research metrics. It should be noted that a lack of conceptual clarity about community engagement is not unusual internationally.

Despite this policy silence about community engagement, ideas about community engagement are widely discussed in the sector, and a field of practice has developed within the sector. A chapter in the CHE 20-year review of higher education describes how the conceptualisation of community engagement has developed over time in South Africa, having started out as primarily being about community service through service learning for students, developing over time into a much broader and complex set of ideas incorporating service learning, engaged scholarship, partnerships between HEIs and communities, government, business, NGOs and a range of work with external social partners. In fact the term is used quite broadly to reflect a range of activities and increasingly is seen as integrated into the teaching and research work of institutions, rather than as a stand-alone activity.

According to the CHE 20-year review chapter, common elements of community engagement activities are as follows:

- “Community engagement involves universities and multiple social partners, but excludes interaction with other academic constituencies;
- The interactions between universities and social partners should be characterised by reciprocity and mutual benefit;
- Community engagement is a key mechanism for building civic consciousness among students and plays a role in building their commitment and capacity for critical citizenship;
- Engagement can take multiple forms, including research-oriented forms (such as participatory action research and community-based research); teaching oriented forms (including service learning, clinical service, continuing education courses, and the collaborative production of popular educational materials); and can operate at multiple levels (local, regional, national, sectoral etc); and
- The activities should have an intentional public purpose or benefit and form part of the broader notion of the social responsiveness of universities.” (CHE, 2016: 265)

As this a complex area covering many types of activities, and public higher education institutions in South Africa have developed the field of community engagement in very different ways, depending on their areas of expertise, resources etc, a one-size-fits-all approach to framing community engagement is not recommended, and any national policy framework would have to recognise this.

However there is a need for broader recognition of this area of practice through policy and national strategy, as it must be recognised that community engagement is a critical part of the work of HEIs and can enrich teaching, learning and research across the sector, while at the same time growing the contribution of HEIs to society.

It should be noted that engagement with and support to other PSET institutions (such as TVET and Community Colleges) is understood to form part of the community engagement role of higher education institutions.

The following is proposed:

- Public institutions should be required to report on engaged scholarship and community engagement activities. The CHE study, which included an institutional questionnaire (with a high response rate), showed that there are big differences in institutional strategy and capacity to report. However requiring institutions to report in this area, linked to strategic plans (and institutional mission) will give it greater prominence, stimulate new institutional strategies, and provide an opportunity for data to be collected at a national level.
- An Advisory Task team will be established at national level to advise on policy frameworks, reporting requirements, and develop mechanisms for monitoring and measuring community engagement. This Task Team will draw on the expertise available in the sector across a variety of institutions including SAHECEF (the South African Higher Education Community Engagement Forum). The Task Team will also investigate ways of stimulating the sharing of criteria, guidelines, good practices in institutions etc and will advise on how this work can be stimulated at a national level, including through a national awards system, and through specific forms of funding.
- A national information system should be developed covering community engagement activities and engaged scholarship. The Advisory Task Team on Community Engagement will advise on the precise nature, location and requirements for such a system.
- Institutions must develop institutional policy guidelines and institutional mechanisms for recognising and rewarding community engagement, engaged scholarship and related activities, and must be able to articulate these in strategic plans and through reports. Different approaches will be expected in line with the differentiated mandates and missions of HEIs across the sector and institutions will not be measured according to a common standard.

South African universities should work together to build a system of higher education that advances the public good and ensures that the intellectual resources within the sector are harnessed to enable the country to generate solutions to the problems facing the country and to transform the social and political context. Collaboration between universities can enhance the impact of scholarship on policy development and implementation. (CHE, 2016: 271).

5.10. GOVERNANCE, REGULATION AND QA

[Quite a bit has been written here which has not yet been incorporated. It needs a clear assessment of governance challenges at national and institution level and a summary of the trends, amongst other things.]

The current governance modes of the higher education system, which includes institutional governance have developed over a 20-year period since the introduction of the Higher Education Act in 1997.

The calls for the greater public accountability of public higher education institutions have intensified in recent years, in the face of a range of challenges, but including the perception that some institutions have made slow progress in transforming their

staff and student demographics as well as their institutional cultures, impacting on the experiences of black students and staff, poor and working class students, women, and people with disabilities. There is, on the one hand, a concern that the Ministry and Department have been too quick to intervene in individual institutions, but on the other hand, a concern that some universities ignore national policy imperatives and do not do enough to transform themselves, making intervention necessary. This is a difficult balance to maintain, but it is clear that there are vast differences across the system in how well institutions are run, how effective institutions are at implementing policy goals, and how well their finances are managed. It is also clear that over time the system has developed a range of mechanisms to monitor and assess governance and success of institutions and the data available for regulatory purposes has grown in complexity and richness. The growing information base includes the information available from annual reporting and through the audit processes of the CHE.

Further, the recent changes to the HE Act have implications for governance.

Regulatory and Reporting Mechanisms and system approaches to governance

This section will outline the current system of governance and regulation, and the main approach to regulation going forward, which is broadly in line with the current system, but becomes increasingly sophisticated, with more governance and financial health mechanisms and indicators, more in-depth reporting, etc.

It will contain proposals about how to balance the need for more nuanced information with the need to ensure we are not over-burdening institutions with a range of different reporting mechanisms. There will have to be some rationalisation. There will also be new reporting areas and a need for different approaches (e.g. code of good governance, community engagement, differentiation framework).

It is clear that going forward the Branch will need to build a more sophisticated system, particularly given that the differentiation framework requires monitoring of institutions according to their specific mandates and missions. The Branch will also need to support institutional capacity for data generation, management and planning and institutional research.

Role of the Transformation Oversight Committee:

The work of the TOC will be integrated into the existing work of the DHET so that it plays an advisory and knowledge generating role, rather than one of additional or separate oversight. This is in line with the recommendations of the CHE 20 year review, which argues:

From the point of view of the conceptualisation of both transformation and accountability, the 'lifting' of transformation from the core functions of the institutions seems an artificial operation which runs the risk of reinforcing the view of transformation as something different from the educational, social and administrative processes that sustain the life of universities.

Its immediate focus will be on developing a matrix of transformation indicators based on the barometer idea to enrich the possibilities for both quantitative and qualitative measurement of the progress of the system. This has to be conceptualised in relation to existing reporting and monitoring. Monitoring transformation cannot be removed from the central policy steering, funding and performance management process of the DHET, but the TOC will serve as a reference group to enhance our understanding of specific developments in the sector and ultimately to enhance the monitoring processes of the DHET.

CHE and audits and effective advisory role

[In this section the plan will provide an elaboration on the CHE's advisory role and the role that the various QA mechanisms can play in supporting effective sector governance and learning. This includes the need to bring back audits (more effective? More streamlined?), enhance the advisory role (fees advice a good example), continuation of programme reviews. There are a number of proposals here, which are currently being pinned down in a few strategies. We also may want to consider an independent assessment of the role and effectiveness of the CHE.]

Institutional governance issues

This section will outline the main trends in institutional governance, outlining areas of strength and weakness (e.g. roles of council members, corruption and maladministration, stakeholderisation, legitimacy of student governance structures, environment of mistrust and conflict, increasing complexity and need for professionalisation and capacity building etc, lack of adequate representation of academic staff, and the roles of Senates).

It will then outline the existing mechanisms to monitor institutional governance and intervene in times of crisis, with no anticipated changes to the broad mechanisms in place.

Some proposals will be made about how monitoring will take place, indicators of good governance, capacity building support at sector level.

It will also discuss capacity building at different levels, targeted at Council members and student leaders, but support developed differently for different groups and constantly updated for relevance and drawing on skills within the sector. This could include new materials and innovative open learning methods – what tools people need and what can be made available to them, as it is crucial to find substitutes for face-to-face workshops, which are costly and time-consuming and not the best way to support busy Council members.

Ombuds office for the sector.

DHET will establish an independent office to investigate complaints about the sector across a wide range of issues, including corruption, NSFAS problems, institutional admission, articulation, and so on. This will provide a confidential and anonymous service where necessary. The Ombuds office must have the necessary powers to make recommendations within the scope of the necessary PSET legislation.

The Higher Education Branch will build capacity to collate and analyse information coming in and make decisions about where intervention is necessary. The powers and capacities of the Ombuds office need to be debated and determined within the sector, so this analysis work should be done in the next year.

It will start with a feasibility study to outline the possible roles and powers of an Ombuds office, taking into account some reflection on the work already being done by institutional Ombuds. However, this needs to also be a PSET system Ombuds, so that must be considered. SAQA will be consulted on this matter, as well as a range of other supporting institutions.

5.11.FUNDING AND RESOURCING

[This section is not complete, but must do the following:

- *Provide a brief outline and analysis of the funding of HE over the past 10 years; (not complete)*
- *Identify key problems that have surfaced in the funding of HE; (summary included)*
- *Restate the commitment to cost-sharing for purposes of sustainability; (included)*
- *Indicate plans and implications for student financial aid, including the need for fee regulation and the implementation of ISFAP (new student funding models); (included) and*
- *Provide a timetable for improving the overall subsidy linked minimally to HE inflation. (not included yet).]*

Background:

[Not complete – will draw on the information presented to the Heher Commission.]

Key problems related to the funding of HE

The funding of the public higher education sector has become a national talking point following the #feesmustfall protests of 2015 and 2016. This has drawn attention to an issue that has been under discussion for several years: the fact that the growth of the overall budget for higher education has not kept pace with the growth in student enrolments, despite consistent increases in the State budget for higher education, including for student funding for poor students. It should also be noted that much of the recent increase in the higher education budget has gone to the National Student Financial Aid Scheme (NSFAS).

The decline in real terms of the core subsidy has led to a growing reliance on student fees by public higher education institutions (leading to above-inflation fee increases), and concerns about affordability for all students, as families are increasingly unable to pay tuition fees and allocations from the NSFAS struggle to keep up with the costs of study and the demand from students.

It is well known that adequate funding for both tuition and living expenses is a critical element of support for students in higher education, as financial stress and inability to fund studies is a major cause of drop-out and inability to complete.

A series of processes have been put in place since 2015 to look at the overall funding of higher education, culminating in the appointment of the Heher Judicial Commission in December 2015, which must advise on the feasibility of providing fee-free higher education and Technical and Vocational Education in public institutions. The advice of the Heher Commission is eagerly awaited, as it is not possible to make long-term decisions about the funding of higher education until it reports.

There is uncertainty about the fee regime that will operate in the future and in turn, the implications of this for the funding of higher education more broadly. This is a cause of concern for all higher education stakeholders and the DHET recognises the importance of re-establishing, as a matter of priority, certainty and stability to the higher education funding framework.

In the period since the appointment of the Heher Commission, there have been several developments. The first was a freeze on tuition fee increases at public universities for the 2016 academic year, which resulted in a shortfall on the national budget for higher education, some of which was covered by institutions themselves, but the bulk of which was funded by government. This has also resulted in an increase in the baseline allocation for public universities for the MTEF.

The second was an agreement that public universities could increase their fees for the 2017 academic year, but not beyond a maximum of 8% on the 2015 fee level. At the same time it was announced that government will fund the 8% gap between the 2015 and 2017 fee up to a maximum family income of R600 000 per annum. This has required a new set of administrative processes to be established to process applications for the gap funding. Ultimately, however, this will also result in more available information about the socio-economic status of students in the higher education system.

At the time of the announcement of the 0% fee increase, additional amounts were also injected into NSFAS to cover historic debts of NSFAS students and to increase allocations to NSFAS for poor students.

As a result of these developments since 2015, the budget for the DHET, which includes transfers to public universities, has become the second fastest growing budget in government, with new allocations totalling R32bn over the medium term. This is a positive development. However, it raises several concerns:

- First is that this allocation has to be re-prioritised from other government budgets, including e.g. the National Skills Fund, which makes less money available for other PSET projects.
- Secondly the allocation does not meet the full need for student financial support in the system, the quantum of which is not fully known.

- Thirdly the allocations do not directly address the under-funding of the higher education system, and the need for a substantial increase in the core subsidy and overall budget of higher education to meet national goals.
- Fourthly, and of greatest significance to the NPPSET, while the higher education sector may be under-funded, the other parts of the PSET system are also chronically under-funded, and given the policy goals of the White Paper to increase the numbers of students in both TVET Colleges and Community Colleges, the recent growth in the PSET budget has not addressed these sectors.

In the context of an economy in recession and huge strain on the State budget, it seems unlikely that more public funding can be made available for higher education when there are so many pressing needs within the post-school system itself, let alone from other social demands. The concerns above have all been raised by the DHET and other stakeholders in their submissions to the Heher Commission.

It will also be necessary to take into account the effects of the 2015-2017 period on the financial sustainability of universities, as there has been increasing pressure on university budgets, a growth in deficit budgets, possible evidence of a reduction in the levels of fee payment (do we know this or is it purely anecdotal?). There have also been related developments as a result of student protest, such as the decision of several public universities to commence processes of “insourcing” workers previously employed by private companies, in support areas such as security; catering; cleaning and maintenance. Institutions are therefore under increasing financial strain, as budgets have not been able to keep pace with HE inflation, and as a result of recent developments. There are serious concerns about the long-term sustainability of the higher education system. In addition, NSFAS is under severe administrative pressure and there are a range of problems needing to be addressed in this area.

A proposal for a new student funding model aimed at poor and “missing middle” students has been developed by the Ministerial Task Team headed by Sizwe Nxasana. These proposals have been subject to public comment and the funding model of “ISFAP”, the Ikusasa Student Financial Aid Programme, is currently being piloted and a feasibility study is underway. Whatever the final form of this new funding model, it is likely that in the medium term, higher education and TVET students will have access to another form of student funding, which will also draw upon greater support from the private sector for funding of PSET students. This development has the potential to lead to a viable and sustainable model for the provision of student financial aid. .

Proposals moving forward

There are no easy solutions. A combination of strategies are going to be necessary into the future.

The proposals below are based on the continuation of the current approach to the funding of the system, which is a cost-sharing model, based on a combination of State funding, student fees, and other sources of income for public universities.

Much better quality information is needed about the real costs of providing higher education, and this will require greater institutional accountability about the actual costs of a properly funded system. The current funding is not cost-based, but is distributed on the basis of an available funding envelope, distributed according to a complex funding framework. Also, if HE costs are routinely higher than average inflation, this needs to be properly measured.

At the minimum the State subsidy for higher education must keep pace with higher education inflation. Without this growth in the overall allocation, it will not be possible to achieve the goals set out in the Plan. It is difficult to see a way through the long-term crisis of under-funding, affordability and sustainability of public HEI without an increase in the State budget for higher education.

The erosion of the block grant to public universities in relation to the earmarked portion of the subsidy must be halted. Although the earmarked grants are important for achieving particular policy goals, it must be recognised that the block grant is a critical pillar for achieving sustainability in the sector.

The fee system will need to change in relation to how fees are determined. There is a need for a more negotiated, transparent and inclusive process. There will have to be a national approach to fee-setting, as the laissez-faire approach has caused instability-and unrealistic pressure on families to pay above-inflation fees, a key cause of the student protests. Over time, a new process will have to focus on narrowing the range of differences in fees across institutions, backed by effective support from government to support institutions. An independent expert panel to assist with the fee determination process has been proposed by the CHE. Other aspects of the CHE's advice on fee regulation will need to be considered going forward.

NSFAS will continue to be a truly important vehicle for facilitating access to higher education for poor students. Over 2 million students have been supported since its inception. While there are problems in the administration of the Fund and NSFAS is facing some particularly acute problems in 2017, these must be resolved urgently. There is evidence from the recent cohort studies that NSFAS students do in fact do better on average than other students. This needs to be well communicated, as the perceptions within the sector are that NSFAS students perform poorly.

Universities and funding bodies will need adequate mechanisms for debt collection, most likely through SARS.

There is a need to understand more about how institutions are innovating to bring in alternative streams of funding – what kinds of “entrepreneurial” adaptive activities are universities engaging in- specific interest in private entities that are linked to public institution. Difficult to regulate this without understanding the kinds of practices that are going on. On the one hand there is a need for some regulation, but on the other hand the intent is not to prevent universities from being able to innovate and bring in additional income, particularly when state funding has not kept pace with enrolments, and the fees environment is so uncertain. DHET will, in

partnership with USAF conduct research in this area, with a view to understanding practices and making decisions about what regulation is possible going forward.

A vision for student financial support

- To ensure that all poor students are adequately funded to allow them to complete university and obtain a good quality education by providing access to university to greater numbers of poor students, through a tuition-free grant, supplemented by full cost of study loans (income contingent, with favourable interest rates). These must be paid back once students are working.
- Full upfront tuition fee funding for “missing middle” students (up to R600K family income) and support for living expenses from loans- income and employment contingent loans (once ISFAP is in place).
- The possibility of loan funding for all students regardless of family income may become a reality should ISFAP be successful. However, those who can afford tuition fees and can access non-State funding for higher education must continue to do so.
- To work towards ensuring that no student who cannot afford the costs of higher education is prevented from entering and succeeding at university.
- To mobilise greater amounts of funding for higher education from the private sector.
- To put mechanisms in place that will allow for loan-funds to be returned to the State/private sector that can build sustainable funding for future generations of students.
- To provide a range of other post-school opportunities, primarily through TVET Colleges and Community Colleges to all South Africans who have left school and to ensure that these options are affordable and of significantly improved quality.

These policy goals are not yet achieved, though substantial investment has been made and significant work done in all areas.

5.12. M&E, REPORTING AND DATA

[This section will outline the areas that will be monitored (most already are) but the plan does imply some shifts.]

M&E is closely linked to the planning frameworks in place through the HE Act and regulations and the enrolment planning system, as well as the new differentiation framework.

Rankings are a global reality and cannot be ignored. But they do not form part of the measurement of universities in a South African context. We have to use our own sets of indicators, which must change and develop over time, while at the same time challenging the methodologies of the global ranking agencies, to find ways in which they may recognise the particular contexts and challenges of universities in the developing world. In particular the excessive focus on research outputs at the

expense of good teaching and learning is in contrast with our own policy goals, and successful universities are often so because they are able to absorb the students from the most elite educational backgrounds.

This section of the plan will indicate what needs to be monitored in the system, especially given the implications of the differentiation framework.

It will include:

- The indicators used to determine health and success of sector
- A skeleton of the differentiation framework implications for monitoring.
- Monitoring categories and their inter-dependence. Governance, financial health, staffing, student success etc will be outlined.
- New indicators and closely following core areas of the plan

The plan will contain a proposal to streamline reporting requirements, and to improve the capacity of the DHET to analyse data.

Rankings are a global reality and cannot be ignored. But it must be firmly stated that they do not form part of the measurement of universities in a South African context. We have to use our own sets of indicators, which must change and develop over time, while at the same time challenging the methodologies of the global ranking agencies, to find ways in which they may recognise the particular contexts and challenges of universities in the developing world. In particular the excessive focus on research outputs at the expense of good teaching and learning is in contrast with our own policy goals, and successful universities are often so because they are able to absorb the students from the most elite educational backgrounds.

Annex: Policy and legislative changes and prioritisation and transitioning:

CHAPTER 6: WORKPLACE-BASED LEARNING

[This chapter is undeveloped and currently the emphasis is on TVET; the UoT interface still needs to be developed. Even the TVET parts are under-developed, and need to be checked against the proposals in the TVET chapter as well as Chapter 2 with regard to the skills development levy institutions.]

The South African Policy Framework for workplace-based learning in an integrated and differentiated South African post-school education and training system (December 2015) indicates that the definition for workplace-based learning is: ‘an educational and training approach through which a person internalises knowledge, gains insights and acquires skills and competencies through experience in a workplace to achieve specific outcomes applicable for employment’” (page 19). This definition recognises the various approaches to workplace based learning, which are prevalent in the South African PSET system all of which shall be recognised by the plan as integral to WPBL. The different practices in WPBL that have emerged over the years include apprenticeships, learnerships, different types of internships, **skills programmes** and work based exposure. Of import is that research emphasises that workplace based learning refers to learning that takes place when people are doing real work, paid or unpaid, that leads to the production of real goods and services.

Workplace based learning can occur within a formal education and training programme or can be made available to graduates of an education and training programme that require workplace experience. This takes into account the imperative, as outlined in the December 2015 Policy Framework for workplace-based learning, which indicates that, “workplace-based learning programmes as a pedagogic tool can significantly ease the transition of institution-based learning to work; and contribute to the development of the skills and attitudes of new entrants that make them much more attractive to potential employers”.

This imperative for workplace based learning has historically always been a feature of professional qualifications and is also seen as critical for both TVET and UoT students and graduates. This chapter therefore recognises the need for this dimension of the system to be expanded and sets out the ways in which partnerships between education and training institutions and workplaces will be built and the role of the levy-grant institutions in facilitating the scaling up of workplace based learning. .

In developing this plan, there is a recognition that considering the current challenges with access to workplace based learning for students, consideration should also be given to opportunities for students to do work through job shadowing and simulations, acknowledging that these are not authentic forms of work based learning. Further, job shadowing and simulations should not be regarded as opposed to authentic **workplace** based learning, or unimportant, and can be used to complement authentic workplace based learning opportunities, where they are available.

In addition to this, a focus on ensuring that graduates of institutions that had not had the opportunity to undertake sufficient levels of workplace **based learning** during their qualification should be supported to access this experience upon graduating if they are not able to directly enter employment.

6.1. RATIONALE FOR WPBL

Workplace Based Learning (WPBL) has increasingly become a feature of education systems worldwide, operating at secondary schooling, Technical and Vocational Education and Training (TVET) and Higher Education levels. In the aftermath of the global economic crisis and increasing levels of youth unemployment, there is increased emphasis on the need to find sustainable approaches to successful youth labour market transitions. This is particularly true for apprenticeships that are currently enjoying a huge boom in growth globally due to the effect they have on reducing youth unemployment.⁷ Strengthening WPBL within the TVET system is viewed internationally as a critical element of achieving this. Research also emphasises that WPBL is also important as a way of strengthening the relationship between TVET institutions, at different levels in the system, and the workplace stating that, “Of further import is that alternance⁸ or apprenticeship-type schemes also provide a very strong signal for detecting skills shortages identified by enterprises⁹, as employers are generally keen to offer training opportunities in areas where they identify skills shortages. Even where WPBL is relatively short it can provide signals about the skill needs of employers” (OECD, 2010). This is reinforced by the Institute for Economic Research in Switzerland’s empirical studies of the outcomes of national, public TVET systems in 18 countries have similarly reached the conclusion that the primary objective of any public TVET system should be to prepare people for the labour market.

The White Paper PSET is unequivocal that the main purpose of TVET is to prepare learners for the world of work, a position that is in line with international practice. The OECD’s review of TVET systems in 20 countries concluded that a key feature common to effective TVET systems everywhere is a focus on training for employment. It also emphasises that “Workplace based learning must be seen as an integral part of qualification and programme design” (DHET, 2013: 64). This principle is well founded on research and experience globally. Critically, workplace based learning is associated with better employment outcomes (Renold, 2016).

Since 2012, the QCTO has been developing new occupational qualifications which are expected to replace both NC(V) and N-courses for these occupations. All the new occupational qualifications require substantial workplace-based learning, for certification. This development requires more systemic organised arrangements for

⁷ For more details on international literature review refer to Annexure A

⁸ Alternance or “apprenticeship-type” training (also termed traineeships in many EU countries and Australia) follow a similar approach to apprenticeships in terms of integrating institutional training and workplace training and generally cater for non-trade occupations.

⁹ Ibid

workplace based learning in order for the programmes to inspire confidence among employers and to improve employment outcomes for learners.

6.2. ADDRESSING POLICY PROVISIONS FOR WPBL

The Workplace-Based Learning Policy Framework (DHET, 2015) recognises that employer responsiveness is needed to increase the number of workplaces that can provide workplace based learning for students. There are also several policies and strategies that explicitly support workplace based learning as detailed in the table below:

Policy	Relation to work integrated learning
Skills Development Act	This Act encourages employers to use the workplace as an active learning environment and to make provision of new opportunities for new entrants to the labour market to be able to gain work experience.
National Skills Development Strategy III (NSDS III)	The NSD III encourages and supports the integration of workplace learning with theoretical learning through the active involvement of the SETA.
Draft SETA Workplace-based Learning Programme Agreements Regulations	Workplace based learning is in the preamble of Regulations and it is aimed at addressing scarce and critical skills need.
National Development Plan (NDP)	The public sector is highlighted as being key for the expansion of <u>workplace based learning</u> opportunities and the public service needs of a training ground for apprentices and graduates who lack work experience
New Growth Plan (NGP)	The key outcomes of the NGP are employment creation, sustainable employment and employment creating activities. In order to achieve the employment related objectives of the NGP, youth brigades and measures to expose young people to work experiences though internships will be used.
National Skills Accord (NSA)	NSA present two commitments related to <u>workplace based learning</u> ; firstly to increase the skills base of South Africans through training of more artisans and ensuring that public and private enterprises are training beyond their own needs to make available more workplaces for training. Secondly to increase workplace opportunities for students through public sector internships.

Policy	Relation to work integrated learning
Youth Employment Accord (YEA)	The YEA seeks to deal with the social problem of youth unemployment through job creation. YEA envisions that this can be done through partnerships involving training, internships, apprenticeships, <u>skills programmes</u> and youth brigades which will provide work experience and training.
Strategic Implementation Projects (SIPs)	The SIPs were established as a response to the National Infrastructure Plan (2012) in order to meet the skills demand identified in the infrastructure plan as well as inform education and training providers on the demand and scarcity of skills in respect of SIPs. SIPs highlight the importance of employers who offer work <u>place based</u> learning to ensure that students are well equipped and prepared for future labour market positions.
Draft National Youth Policy 2014-2019	This policy was a response to two challenges of the 21 st century young person; economic marginalisation and the job scarce environment. The policy proposes the need for a linkage between education, training and the world of work which could lead to employment.
Turning the Public Sector into Training Space Strategy	This policy seeks to turn the public sector into a training space that focuses on <u>workplace based</u> learning, internships, learnerships and traineeships. These would aid in improving the employment chances of the youth. The policy highlights the Department of Public Service and Administration and the Public Sector SETA as the lead departments in the initiative.
Public Service Human Resource Development Strategic Framework, Vision 2015	This framework identifies three pillars in emphasising the need or <u>workplace based</u> learning. Pillar 1 sees the need to strengthen systems for workplace based learning by promoting learnerships. Pillar 3 stresses the role of the SETAs in building public service human capacity initiatives. Pillar 4 is linked to Pillar 3 and it aims to ensure a steady flow of productive public servants through the sustainability of scarce and critical skills in the public sector.

Source: Work Integrated Learning (Wedekind, Joseph and Muloiwa, 2015)

Though it is acknowledged in policy and through international practice that workplace based learning is a critical part of improving the TVET qualifications, challenges in South Africa are varied. Workplace based learning is not currently a requirement for the two core offerings in TVET colleges, the NCV and Nated and that continues to result in TVET Colleges not being fully intergrated with local industry in their geographic areas. TVET Colleges are largely simply Technical High Schhols. . The NCV recommends but does not require workplace based learning for graduation. Some of the NCV programmes require simulated practice but not authentic workplace training, resulting in most students spending three years being trained for workplaces that they never set foot in during their training. Nated courses require

neither real nor simulated work were supposed to be part of a larger, **workplace based** learning programme. Ideally, each Nated course would be offered as the filling in a sandwich of work experience. If that were not possible, the student could front-load all the occupational theory – i.e. all the N-courses up to level six – and then undertake an internship of 18-24 months in fulfilment of the requirements for an N Diploma. However, from the early 1980s the Nated courses were progressively de-coupled from the workplace and are now routinely offered as stand-alone courses, without any real work or simulated practice.

At TVET colleges, there is a lack of dedicated units or staff for work placement. In some colleges WPBL is a function within another focus area e.g. student support services, with no dedicated staff, while in colleges where there are dedicated units, there is a shortage of staff. Funding is also a major impediment to the success of WPBL. DHET does not provide WPBL funding (Wedekind, Joseph and Muloiwa, 2015) and any funding is accessed through SETAs. However, some employers find it very difficult to access the grant because of SETA bureaucracy, and they find WPBL too expensive even with the SETA grant (Singizi, 2016).

There is a strong view that it should be possible to greatly expand the number of workplace learning opportunities given the size of the formal sector - there are over 500 000 profitable companies in South Africa. Further recent announcements by employers signalling a commitment to create a million workplace experiences over the next 3 years through a Youth Employment Scheme (YES campaign) suggest the scale that is possible. This requires clarity around the legal status of individuals in the workplace and associated legislation such as UIF and health and safety, it suggests a streamlined quality assurance process that is distinct from the requirements of providers and incentives to encourage increased employment participation. Further it suggests the need for improved relationships between providers and workplaces supported by the SETAs and the broader environment. Many of these elements have been introduced in the past period but these needs to be built into the system and communicated clearly. Further, challenges that still exist in this regard should be addressed.

6.3. STRENGTHENING WPBL

As highlighted in the section on qualifications, occupational programmes will become the mainstay of TVET qualifications, and besides their design requiring workplace based learning, their provision should improve employment outcomes through systemic WPBL provision for students. Several strategies can be employed at system and institutional level to strengthen WPBL provision within TVET colleges:

Programme design

WPBL for learners will be carefully planned so that it is meaningful both for the employer and the **student**, and WPBL for lecturers should be carefully planned to avoid disruption to lecturers' teaching duties. This means the duration of WPBL should be meaningful enough for learners (whether current students or graduates) and employers for authentic learning to take place. Both the employers and student interests can be addressed at programme design level, through constructive

engagement between social partners, the involvement of employers in decision-making about these processes and the provision of support to companies to ensure that WPBL can be optimally managed and delivered (Singizi, 2016).

Capacity, information and support

- There is a need for DHET to develop a value proposition for WPBL, supported by the QCTO, as well as the HEQC, which includes benefits of WPBL for employers and learners, and cites successful practice in WBL by South African companies. The business case will be used for sustained, well informed advocacy to get more employers to offer WPBL opportunities
- In addition, a key aspect of implementing this plan is the commitment to ensure that providers will have adequate and qualified staff to support WPBL. This includes both dedicated staff for WPBL as well as the integration of WPBL into the performance requirements of all lecturers. This role is more developed within the UoTs but there have been real challenges in this regard in TVET institutions.
- Dedicated WPBL staff, with the assistance of SETAs, will pursue partnerships with employers, both private and public. This should be enabled by the changes outlined in this plan with respect to PQM and enrolment planning, which states that a percentage of programmes will be locally responsive and that there will be space for colleges to integrate materials that meet the needs of employers within the curricula. This will likely boost student WPBL opportunities and labour market entry within their communities (HEDC, 2014).
- Implementation of workplace-based learning programmes by employers should be supported – for example, through technical experts funded by the SETAs. In other countries, high-quality training for workplace supervisors and mentors in how to implement workplace-based learning to best effect for both learners and employer has proved to be particularly effective. ‘Packages’ of support could likely be defined in 2017, piloted in the field in 2018-19 and implemented nationally from 2020 onwards.

Quality assurance

Quality assurance arrangements should be clarified so that there is an understanding of what form of quality assurance requirements are needed for the various types of WPBL. This needs to take into account the imperatives for the WPBL to be cost-effective; easy to administer and implement and supportive of the learning objectives of the WPBL. Thus there may be a strong focus on assessment of Workplace-Based Learning where it is against a qualification, but for internships for graduates there may be a stronger focus on work readiness interventions that may not be accredited but that maximise the learning for the new entrant (Singizi, 2016).

Incentives

- To reiterate what has been specified in the PQM and enrolment planning sub-section, the funding formula for public TVET colleges will be restructured. Funding for programmes will include the cost of placing and supporting students in workplace-based learning. The NSDP proposes that 49,5% of the skills levy will support occupational programmes including WPBL. To avoid major disruption to

college finances, such a new funding formula could be progressively phased in over five years from 2019 onwards.

- The DHET is already working with DTI to ensure that there is recognition for workplace based learning within the BBBEE code. This has already been agreed upon and the definitions utilised in the DHET policy should be included such that there is clarity as to what this includes and the nature of the point allocation such that there is recognition both for workplace based learning that is part of a qualification as well as workplace based learning offered to graduates/new entrants.
- The ETI is already available as an incentive to enable workplaces to absorb new entrants for workplace based learning and it will be important that this incentive is sustained until the economy strengthens and the absorption capacity of the economy expands.
- There are also tax allowance incentives in place for learnerships and apprenticeships and these should be extended to include new occupational qualifications. The Tax allowance should be broadened to allow for all workplace based learning practices.
- It is further suggested that DHET negotiate with the Minister of Finance to extend the period for which these incentives are available so as to create certainty amongst employers such that workplace based learning is built into their planning.

6.4. POLICY AND LEGISLATIVE CHANGES TO STRENGTHEN PROVISION OF WPBL

As mentioned earlier, policy and legislation create some of the obstacles to employers getting involved in WPBL. The following issues related to policy and legislation need to be addressed to promote more employer involvement in provision of places for WPBL:

- The DHET will work with the department of Labour to reconcile contradictory provisions in different pieces of legislation, such as the status accorded to students in the workplace by the Labour Relations Act (LRA) and Compensation for Occupational Diseases and Injuries Act (COIDA). This will have to be done by an inter-ministerial committee, ideally with inputs from the National Economic Development and Labour Council (NEDLAC), the apex forum for discussions between government, business and labour on economic issues. Work on this could start in 2017 and possibly be completed by 2019.
- Long-pending regulations must be finalised so that employers and training-service providers alike know exactly what their roles and responsibilities are and can operate within a clear legal framework. Top priority should be given to the workplace-based learning programme agreement regulations and agreements, to clarification of the relationship between lead and host employers of learners and to Compensation for Occupational Injuries and Diseases Act (COIDA) coverage of students in the workplace. These are the responsibilities of the

ministers of Higher Education and Training and of Labour. This could all be done by end of 2017 as the draft workplace based learning programme agreement regulations have been published for comment in Gazette 40730 on 29 March 2017.

- The criteria and the administrative process for approval to offer workplace-based training should be simplified and standardised. NAMB has already developed uncomplicated criteria for accrediting workplaces as sites of artisanal training. The SETAs, as outlined elsewhere in this plan, will have as one of their primary responsibilities, the task of ensuring that these criteria are supported and that it is implemented in a manner that is simple and focuses on the purpose of the experience. It is possible that SETAs could rely on their existing personnel to undertake this work including their previous quality-assurance staff and Skills Development Facilitators. These officials should be trained to ensure an understanding of the different types of workplace based learning practices such that they will be ready to play this role by early 2018. Within the same time-frame, the procedures for registering approval of workplaces for the different types of workplace based learning could be streamlined and implemented.
- Processes for registering, administering and reporting on workplace-based learning – another SETA competence - should likewise be streamlined. This should also be completed by the beginning of 2018 and the management information systems for reporting should feed into the DHET M&E.
- This would allow for SETAs to fund workplace based learning in accordance with the planning and funding cycle outlined in this plan. Where SETAs do not support this component the DHET would intervene to address this situation.

Monitoring and evaluation

The DHET NPPSET M&E Framework will specifically include baselines and indicators for WPBL to test assumptions about WPBL and its effects on employment outcomes. Data should be systematically kept to provide analysable information about access to WPBL and exit outcomes, as part of tracking and tracing of students and graduates of TVET and UoT institutions that completed workplace based learning. With respect to the former this is seen as a critical aspect of establishing whether access to workplace based learning becomes an obstacle to learners completing their qualifications so that this can be addressed and to understand the impact that this component has with respect to access to the economy. With respect to the latter (graduates) this monitoring is seen as critical to ensure that this component enables these young people to transition into meaningful opportunities.

CHAPTER 7: RESOURCING AND FINANCING OF THE PSET SYSTEM.

[This chapter is dependent on a range of related processes and can only be developed once key decisions have been made in other areas of the Plan. The text below therefore provides an outline of the chapter]

This chapter builds on the range of presentations made to the Heher Commission. Though each of the CET, HE and TVET chapters will address principles, models and plans for funding in the sectors, it is necessary to outline an overall approach to the funding of the system. How will the size and shape of the system be supported by funding frameworks and where will the funding come from? It will not be possible to meet the goals of the Plan and White Paper without beginning to prioritise within the PSET sector as a whole. This is important because each sector has very specific challenges (all are faced with the challenges of under-funding). Universities face sustainability challenges and the need to design a system that will ensure the system does not collapse, but that also recognises the interconnection of student fees and subsidy to universities, and all sectors have to address affordability and access for the poor and working class. However, funding CANNOT be directed away from universities.

The TVET and CET sectors are chronically under-funded and this has made it very difficult to meet policy goals. Strong arguments are presented for increasing funding in these areas, but choices have to be made. Funding however has to be linked to the proposals in the Plan. New institutions cannot be developed without additional resources being made available, and better integration of and understanding of the diverse sources of funding will require new systems and technologies. Going forward the system will need to understand real costs better, account for more efficient usage of funds, and put in place new funding frameworks (e.g. some performance-based funding in TVET). This is based on proposals in the MTT report for CET and TVET. A lot of technical work will need to be outlined in the Plan. Overall there is a need for better resourcing of the whole PSET sector, and the Plan will argue for this, while outlining the clear strategies that will show how resources can be better used (collaboration, shared infrastructure, improved throughput and time to completion, cost-related information etc.) The big difficulty in this area is that this section cannot be finalised until the Heher Commission recommendations have been received and discussed. This section will also need to reference the ways in which SDL funds will be linked into post-school provision to optimise their impact and is therefore dependent on the conclusion of the NEDLAC discussions.

This chapter also needs to address the specific funding sources and sustainable funding mechanisms for a range of integrated and cross-cutting projects within the PSET system, some of which are funded on a project basis, and others currently funded through donor-funding.

The funding of support institutions in the system (such as the Quality Councils) must also be addressed here.

Aspects of funding from NSDP

[These comes from the proposals currently under discussion at NEDLAC, and once these are agreed, will be incorporated into the funding chapter.]

There are two dimensions to this funding process:

- Support the funding of occupations in demand through economic growth, encourage employment creation, and enable social development (49.5%),
- Support national imperatives that focus on the needs of the poor (20%).

Supporting the funding of occupations in high demand (49.5%).

Funding will be approved for 3 years within a 5-year programme planning cycle, to ensure the stability of the system and to allow planning and effective and efficient distribution of funds to workplaces.

There will be a mechanism established with HET, TVET and CET sub-systems to ensure adequate funding for the provision in occupations in high demand.

SETAs will be provided with a template, which they can utilise to support 5-year plan against priorities and a 3-year budget plan: this will outline:

The programmes they will be supporting for existing employees, for unemployed, and for pre-employed (students) to access occupational programmes in demand. These include occupational qualifications and workplace-based learning. The applications will indicate:

- The number of individuals that will access these different programmes and the workplaces where the learning will take place;
- Funding to support these programmes; and,
- Funding to develop the capacity of these institutions to deliver these programmes.

This programme and budget-planning template, once approved by the Accounting Authority of the SETA, will be submitted to the DHET.

This will be reviewed by the DHET and will need approval of the Director General on behalf of the Minister.

These proposals are critical for the achievement of a joined-up planning and funding system to support PSET delivery, and to ultimately align enrolment planning with relevant funding sources for the programme and qualification mix of PSET institutions.

CHAPTER 8: POLICY AND LEGISLATIVE CHANGE

This chapter will outline the range of proposals that have implications for policy and legislation. There are some key areas that will require review, although this work should ideally be kept to a minimum. Clear processes for legislative review will be set out with time frames attached, as there will be different processes involved (i.e. not all legislation falls under the mandate of the DHET) and some blockages will need to be removed before changes proposed in the Plan can be put into effect.

CHAPTER 9: PLANNING, MONITORING AND EVALUATION

This chapter will explain where strategy and planning has shifted and how- what planning cycles will change and how they will align. It will also outline what kinds of data and information improvements are necessary. The public PSET M&E Framework will be presented in this chapter.

In terms of monitoring the work of the SETAs, the DHET will develop a monitoring and evaluation framework outlining the outcomes and indicators and intended impact of the system, which will include the extent to which:

- Occupations in demand being produced in the education and training system;
- Employers find recruitment easier;
- Labour indicates that individuals are able to progress in learning and career pathways;
- The unemployed are finding employment in fields in which they are trained; and,
- The quality of services is improving – such as health and education.

Monitoring the SETAs' APPs will focus on outcomes achieved and the extent to which this appears to be contributing towards the intended impact within each sector and of the system.

At the three-year point, the NSA will commission evaluative work to determine the extent to which the SETA work is contributing to the objectives of the NSDP. This will include making recommendations on areas that need to be adapted in order to strengthen this contribution.

The monitoring and evaluation system will place particular emphasis on the key institutions in the system (including the NSA, NSF, DHET and the SETAs) in order to improve accountability.

Based on the findings, adequate measures to intervene will be undertaken. This will ensure that the Minister can act where there is non-performance and re-allocate funding where this is not being utilised as per the objectives and agreed upon milestones.

The system will be reviewed where evidence suggests that there are obstacles that are preventing the realisation of the agreed upon objectives.

CHAPTER 10: TRANSITION PLAN AND IMPLEMENTATION ROADMAP

This chapter will present a transition plan for the implementation of the NPPSET Plan. This includes a communication plan. The proposals made in the plan will require an organisational review of DHET to establish its capacity to implement the plan as well as to determine organisational structure changes that will be necessary going forward. This will be a key component of the transition plan. The implementation roadmap will highlight the activities and responsibilities for implementing the Plan, priorities, success conditions and sequencing.

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