SOUTH AFRICAN LITERATURE REVIEW ON THE INSTITUTIONAL FORMS IN SOUTH AFRICA THAT CATER FOR THE EDUCATION AND TRAINING NEEDS OF OUT-OF-SCHOOL, UNEMPLOYED YOUTH AND OF ADULTS

Submission to:

The Department of Higher Education and Training (DHET)
Task Team on Community Education and Training Centres

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February 2012

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1. Terms of reference

The Department of Higher Education and Training (DHET) task team on Community Education Centres expects the writer to respond adequately to the South African Literature Review terms of reference (ToR). The ToR requires the writer to examine existing institutional forms in the country that cater for the education and training needs of out-of-school, unemployed youth and of adults (including, but not limited to, public and private adult learning centres, public FET colleges, private FET institutions, NGOs, community-based organisations [CBOs] and faith-based organisations). The review should consider the following aspects of existing institutional forms:

1. Access of out-of-school youth and adults to institutional provision
2. The numbers of out-of-school youth and adults currently catered for by current institutional provision, as well as, where possible, those not presently catered for
3. Distinctiveness and uniqueness of institutional forms providing education and training to out-of-school youth and adults in relation to other institutional types (universities, technikons, FET / VET colleges, other single- and multi-purpose colleges, adult learning centres, and schools)
4. Articulation with other educational institutions
5. Institutional governance arrangements
6. Human resource management: institutional management, support staff, and academic staff
7. Qualifications, and the NQF levels at which they are offered
8. Learning programme provision (including diversity of programmes) leading to the achievement of these qualifications
9. The extent and nature of uptake of these qualifications and learning programmes and their viability
10. Modes of learning programme delivery (including contact versus distance, full-time versus part-time, the mix of theoretical and practical components, simulated or workplace based experience).
11. Student assessment policies and practices
12. Quality assurance: institutional and programmatic
13. Relationships with and service to communities, business and industry (including graduate placement programmes)
14. The provision of lifelong learning opportunities, including the recognition of prior learning (RPL)
15. Institutional funding arrangements
16. Tuition and other related fees.

Having studied the ToR, it was apparent that some deliverables could be consolidated and grouped into one broad subtopic. Therefore the sixteen (16) above deliverables were collapsed and consolidated into six (6) subtopics. These subtopics will be used to analyse the institutional shape of different community education centres, the private and public FET colleges and private and public higher education institutions in responding to the training needs of youth and adults. And since, in terms of legislation, the CBOs, NGOs and FBOs all fall under Non-Profit Organizations (NPOs), the review will discuss this in one section.

2. Ellipsis and definitions

2.1 Definitions

In the context of this South African literature review, the followings terms and phrases are defined as:

Institutional forms – physical centres/school/university/college infrastructure and facility that accommodate young people and adults for the purposes of tuition

Youth - young people between the ages of 16 and 24

Adults - members of society who are above the age of 24

2.2 Ellipsis

AET	Adult Education and Training
CETC	Community Education and Training Centre
CBO	Community Based Organizations
CHE	Council for Higher Education
CSI	Cooperate Social Investment
DoE	Department of Education
DHET	Department of Higher Education
DBE	Department of Basic Education
EMIS	Education Management Information System
ELRC	Education Labour Relation Council
ETQA	Education and Training Quality Assurance
FBO	Faith Based Organization
FET	Further Education and Training
GETC	Generation Education and Training
HE	Higher Education
HEI	Higher Education Institution
HEMIS	Higher Education Management Information System

HEQC	Higher Education Quality Committee
IEB	Independent Examination Board
ISOE	Institute of Sectoral or Occupational Excellence
MPLCL	Multi-Purpose Community Learning Centre
NABABET	National Advisory Board for Adult Basic Education and Training
NAMB	National Artisan Moderating Body
NASCA	National Senior Certificate for Adults
NATED	National Education
NCV	National certificate Vocational
NPFET	National Plan for Further Education and Training
NSA	National Skills Authority
NSF	National Skills Fund
NSDS	National Skills Development Strategy
NYDA	National Youth Development Agency
NPO	Non-Profit Organization
NGO	Non-Governmental Organization
PPALC	Public and Private Adult Learning Centres
QCTO	Quality Council for Trades and Occupations
RPL	Recognition of Prior Learning
SDA	Skills development Act
SDAC	Skills Development Amendment Act
SDI	Skills Development Institute
SDLA	Skills Development Levies Act
SETA	Sector Education and Training Authority
SSP	Sector Skills Plan
ToR	Terms of Reference

3. Introduction

This literature review will examine existing institutional forms that cater for the education and training needs of out-of-school, unemployed youth and of adults (including, but not limited to, public and private adult learning centres, public FET colleges, private FET institutions, NGOs, community-based organisations [CBOs] and faith-based organisations) in South African. The review will also examine other institutions or agencies which supplement the already existing institutions. For the purpose of this review, these agencies will be called supplementary institutions. And two such forms; the Sector Education and Training Authorities (SETA) and the National Youth Development Agency (NYDA) will be discussed.

The approach adopted to achieve this assignment is the consolidation of the sixteen ToRs deliverables into six subtopics, which will be used to analyse the various institutional forms. The first subtopic discusses the uniqueness and distinctiveness of the specific institutional forms. This subsection will also look at how many are operational, their provincial spread and footprint in communities. The second subtopic analyses their accessibility and the number of youth and adults they cater for. This section will also discuss the capacity of the institutional forms to absorb large number of learners. The third subsection outlines their programmes or qualifications, modes of delivery, issues of quality assurance and whether their programmes and qualifications' articulation with other educational institutions.

The fourth subtopic addresses the relationship with and service to communities, business and industry. Essentially this subsection examines the institution's responsiveness to the needs of the communities and business, in relation to graduate placement programmes. The fifth analyses the capacity of the institutions in terms of governance arrangements, institutional management, and general human resources (academic and support staff where applicable). The sixth and final subsection looks at how the institutions are funded and/or mobilizes their own financial resources.

4. Policy framework

There is a plethora of legislation establishing various forms of institutions meant to provide out-of-school youth and adults with education and training opportunities. These include, but not limited to:

- Adult Basic and Education and Training Act 52 of 2000
- Adult Education and Training Act 52 of 2000
- 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 Skills Development Strategy (2000-2005, 2005-2010 and 2011-2016)
- National Youth Development Agency Act 54 of 2008
- Non-Profit Organization 71 of 1997 Act

The Adult Basic and Education and Training (ABET) Act 52 of 2000 establishes private and public learning centres to "ensure access to adult basic education...by persons who been marginalized in the past, such as women, the disabled and the disadvantaged..."[1] Though the act is biased towards the establishment of public centres by dedicating three chapters on establishment, governance and funding, it does make provision for the establishment of private centres in one chapter. The act is meant to regulate adult education and training.

The ABET act was subsequently amended in terms of definitions and the inclusion of chapters 3A and 4A. The title of the amendment act is Adult Education and Training (AET), changed from Adult Basic Education and Training (ABET) act, which is now the official terminology in reference to adult education. The act also expanded chapters 3 and 4 with the inclusion of chapters 3A and 4A respectively. Chapter 3A relates to the employment of educators in the public adult learning centres while chapter 4A relates to the determination, implementation and monitoring of national education policy as applicable to adult education.

The Further Education Training Act 98 of 1998 established the 50 public Further Education and Training (FET) Colleges; provides for the of registration of private FET institutions; provides for the governance and funding of public FETs; and deals with quality assurance matters relating to both public and private FET Colleges.

According the Further Education and Training Colleges Act 16 of 2006, its objective is to;

"...provides for the regulation of further education and training, establishment of governance and funding of further education and training colleges, registration of private FET colleges and promotion of quality in further education and training"[2] This act was implemented through the *National Plan for FET Colleges (NPFET) in South Africa gazetted in 2008,* which sets out targets and enunciates significant changes regarding FET provision. The NPFET also promises resources for the FET sector, while it encourages corporation and collaboration between FET Colleges and the SETAs.

[1] AET Act no 52 of 2000, p2
[2] South African Report National Report on the Development and State of the Art of Adult Learning and education (revised), June 2008, p24

The FET Act of 2006 was reviewed with the promulgation of Section 78 Bill of 2011. The Bill provides for the prohibition of a member of Council or a member of staff to conduct business, directly or indirectly with the public further education and training college which business is in conflict of interest with the concerned public further education and training college; to provide for transitional arrangements with regard to public service posts and educator posts, staff, disciplinary measures; and policy made by the Member of the Executive Council under the principal Act or any provincial law, necessary for the effective governance, management and funding of public further education and training colleges.

The Higher Education Act 101 of 1997 establishes the Council on Higher Education, public and public higher education institutions; provides for the governance and funding of public institution; registration of private higher education institutions; appointment of the independent assessor and provide for quality assurance and quality promotion in the higher education sub-sector.

The above discussed legislation is the key policy framework meant to establish institutions which can absorb large number of youth and adults. There is other legislation, which is meant to contribute to the strengthening of the established institutions. These include the Skills Development Act 97 of 1998, its amendment Act 37 of 2008, Skills Development Levy Act of 1999 and the National Youth Development Agency Act 54 of 2008. While the Non-Profit Act 71 of 1997 establishes the Directorate of Non-profit Organizations, which is meant to register non-profit organizations.

The Skills Development Amendment Act 97 of 1998 establishes the Sector Education and Training Authorities (SETAs), the National Skills Authority (NSA). The function of the SETAs is to develop and implement the sector skills plans (SSP) in terms of establishing learnerships and disbursing grants. Even though the initial target of the grants were workers, over the years since their establishment the SETAs were expected to also allocate grants to unemployed youth and adults partaking in learnerships and other learning programmes. The function of the NSA is to develop the national skills development strategy (NSDS) and administer the National Skills Fund (NSF). To date three instalments of the NSDS have been launched and the third is in the implementation phase. The Skills Development Levy Act (SDLA) of 1999 empowers the SETAs, through the levy collection system, to implement their SSPs.

The Skills Development Amendment Act 37 of 2008 further establishes National Artisan Moderation Body (NAMB), Skills Development Institutes (SDI), Quality Council on Trades and Occupations (QCTO) and the Productivity South Africa. Of relevance to this review is the Skills Development Institutes, which will provide the advisory services on skills development, mentoring and recognition of prior learning and provide learning programmes.[3]

[3] Skills Development Amendment Act 37 of 2008, p18

Though the National Youth Development Agency (NYDA) Act 54 of 2008 only establishes one institution, it urges the NYDA to establish offices at provincial and local level for a greater accessibility for young people. The functions of the agency, amongst others, include;

- *"The provision of career guidance services;*
- *Create and administer databases of employment opportunities;*
- *Provide financial assistance to youths to enable theme*
- *Provide financial assistance to small, micro and medium enterprises, and cooperatives owned by youth;*
- *Provide bridging programmes for youths to facilitate the transition from school or training to the work environment"*[4]

While the legislative and policy framework seems impressive on paper with regards to catering for out-of-school youth and adults, this target group continue to experience challenges in accessing education and training opportunities. The *Green Paper for Post-School Education and Training* frankly acknowledges this fact by asserting that;

"One of the main problems of the post-school sector is its lack of diversity and the weakness of many of its institutions. Inadequate quality, quantity and diversity of provision characterise the post-school education sector as a whole."[5]

5. Institutional forms

In the context of this literature review, institutional forms refer to both the small community-based centres to small and large faith-based centres, NGOs, multipurpose centres, universities, FET colleges and universities of technology, which cater for the training and educational needs of out-of-school, unemployed youth and adults. For a better review these centres are grouped under public and private adult learning centres; public and private FET colleges; public and private higher education institutions and non-profit organization centres. The review will also discuss the supplementary institutional forms in the form of SETAs and the NYDA.

5.1 Public and private adult learning (PPALCs) centres

The public adult learning centres are established by legislation while the private ones are supposed to be registered with the department of education/department of higher education and training (DHET) under the same legislation.

[4] National Youth Development Agency Act 54 of 2008, p8
[5] Green Paper for Post-School Education and Training, 2012, px

5.1.1 Distinctiveness and uniqueness of PPALCs

The public adult learning centres (PALCs) are formal institutions, which use to be under the then single department of education (DoE). Unique features of these centres are that mostly operate within or linked to formal schools and some have main with satellite centres scattered across different communities. The widespread and accessibility of schools were deliberately identified as the principal institutional base for adult education under the DoE.[6] For an example in 2007 Gauteng DoE had 47 main centres with a total of 248 satellite centres.[7] While nationally between 2004 and 2006 there was gradual decline in the number of centres from 2339 in 2004, 2278 in 2005 and 2176 in 2006.[8] Hence in critiquing the *Green Paper for Post-School Education and Training,* Hamilton and Baatjies (2012) in an article published in the *Main and Guardian* newspaper proposes that;

"...the green paper should seriously consider the establishment of institutes of adult education...it is therefore important to resource the public institutions rather than to direct funds towards private interests."[9]

A similar recommendation is made by the 2008 Ministerial Committee on Adult Education report, which states that;

"A wide range of institutions is required for the delivery of adult learning programmes – from schools and FET colleges, to the workplace, community centres and halls, as well as to more informal settings to accommodate learner needs and formal, non-formal and informal learning programmes"[10]*.*

This state of affairs presents the PALCs as vulnerable and unstable institutions susceptible to continuous closures. This is because many PALC operate on the basis of the numbers who register for classes causing some of them not to reopen on the basis of an inadequate number of learners.[11] The challenges also doesn't auger well in terms of accessibility for the out-of-school and adults because it reduces the number of education and training opportunities for this target group. On the other hand this trend indicates that the PALCs are not attractive alternatives to provide post education and training.

The private adult learning centre institutional landscape seems to fall into two broad categories; private not-for-profit community-based centres, managed by communities and profit making service providers. Both are required to register with the provincial DoEs, now with DHET to satisfy the requirements of the AET act. According to Umalusi website, the

[6] Ministerial Committee on Adult Education report, 2008, p26
[7] http/www.ABET.co.za/government.html, accessed 28/01/12
[8] South African Report National Report on the Development and State of the Art of Adult Learning and education (revised), June 2008, p24
[9] Hamilton S. And Baartjies B., *Blades paper fails to make the cut*, 2012, Mail and Guardian newspaper, 20 January 2012
[10] Ministerial Committee on Adult Education report, 2008, p14
[11] Ministerial Committee on Adult Education report, 2008, p28

quality assuring body with aims to improve quality in public adult learning centres in South Africa, as well as in private and community-based organizations that offer adult education, as of the 30 January 2012, there are 1713 private institutions that offer AET programmes. Some of these institutions are accredited or their accreditation status has been revoked.[12] No register for not-for-profit community based institutions which offer AET currently exist.

5.1.2 Access and the number of out-of-school youth and adults catered by provisioning

While the spread of public adult learning centres in terms of volume and infrastructure, appears to be accessible they seems are not attractive to uneducated and ill-educated adults.[13] For example from 2004 to 2006 there is a decrease on the number of learners in PALCs as can be seen in the table below:

Table 5.1: Number of learners in public PALCs

YEAR	NUMBER OF LEARNERS
2004	272 725
2005	269 140
2006	251 610

Adapted from (Baatjes, 2008, and DoE Education in South Africa at a Glance)

In contrast the need is very great. According to Hamilton and Baatjes (2012) in an article published in the *Main and Guardian* newspaper, there are 14 million adults with less than 10 years of schooling.[14]

The number of out-of-school youth between the ages of 16 and 24 accessing PALCs is not encouraging either. For an example, according to the EMIS 2010 only about 88 071, out of the total learner population of 336 641,[15] are young people in 2395 PALCs, when there are about 3 million youth who are not in education, employment or training.[16]

Statistics on the number of learners in private institutions offering AET programmes is difficult to locate. This is because most AET programmes are industry sponsored and expensive for most adults and youth. But according to Aitchison (2011) the provision of adult basic education in industry, while it may have profited some commercial providers, has a pitifully inadequate output.[17]

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[12] http://www.umalusi.org.za/inveloper.asp?iP, accessed 04/02/12

[13] Aitchison J., From ashes to assets, 2011, Mail and Guardian newspaper, 21 April 2011

[14] Hamilton S. and Baatjes B., 2012, *Blades paper fails to make the cut*, Mail and Guardian newspaper, 20 January 2012

[15] EMIS, 2010, Department of Education

[16] South African Institute for Distance Education (SAIDE) presentation, 2011,Increasing access to post schooling: can open and distance learning contribute?, 7 November 2011

[17] Aitchison J., From ashes to assets, Mail and Guardian newspaper, 21 April 2011

5.1.3 Qualifications and learning programmes offered; modes of delivery; quality assurance and their articulations with other educational institutions

The PALCs offer to two main full qualifications; the General Education and Training Certificate (GETC), known also as ABET Level 4 or NQF Level 1 and the Senior Certificate or Grade 12 for the youth and adults who did not pass Grade 12 through the schooling system. The GETC has 4 levels starting from ABET Level 1 and ending at ABET Level 4. The GETC is a unit standard based qualification, but the unit standards are organized according to eight learning areas, derived directly from the prescribed learning areas for the GETC (Grade1-9) in the formal schooling.[18] The level 4 is a national certificate quality assured and issued by Umalusi when a learner has achieved at least 8 learning areas through an external assessment and verification.[19] For the ABET levels 1 to 3 Umalusi verifies learning area certificates, which are usually issued by the service provider, with the endorsement of Independent Examination Board (IEB)[20].

These programmes are mostly offered part time because of the unique nature of PALCs operating after schooling hours and the fact that they cater for worker learners. Hence historically they were known as 'night schools'.[21] There are some that operate throughout the day but still offer the AET programmes on a part time bases due to the nature of adult learners.

The AET Level 1 to 4 programmes are supposed to provide a solid foundation for basic education and training to enable learners to access learning in other institutions such as FET colleges. AET programmes were also meant to lay a foundation for life learning with clear pathways to access further learning. However there is no clear policy in the FET with regard to qualification for adults and hence there is no progression for an AET graduate into FET colleges.[22]

The second full qualification at PALCs is Grade 12 or Senior Certificate at NQF Level 4. The centres have been a catchment net for youth who have failed 3 to 4 subjects in Grade 12, by providing opportunities for these young people to complete Senior Certificate. The reality is that there are limited options in the system for youth and adults to acquire the Grade 12 certificate outside the formal schooling system. Hence;

"The proposed new National Senior Certificate for Adults (NASCA) aims to initiate an alternative means for adults, including "second chance" adults and out-of-school youths, to obtain a qualification equivalent in value to the National Senior Certificate. This alternative

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[18] Ministerial Committee on Adult Education report, 2008, p34

[19] http://www.umalusi.org.za/inveloper.asp?iP, accessed 04/02/12

[20] http://www.ieb.co.za/Adult/about.php, accessed 04/02/12

[21] Ministerial Committee on Adult Education report, 2008, p14

[22] Ministerial Committee on Adult Education report, 2008, p35

route will allow the approximately half-a-million young adults, who annually do not get to write or pass the NSC, a viable second chance"[23].

5.1.4 Relationship with and service to communities, business and industry (including graduate placement programmes)

By their very nature of being based in and their links to local schools, the PALCs have a relationship with and service their communities. However their tendency to wait for learners to come to register, instead of marketing their programmes, makes them unstable and appear detached from their communities. Aitchison (2011) argues that the government should capitalize on the success of the mass literacy campaign known as *Kha Ri Gude* by delivering, through this community-embedded infrastructure, follow-up skills training programmes such as community health education, home care, community development, environmental education and AET.[24]

There is a need to get detailed information on the involvement of private adult learning centres, majority which are NGO/CBOs, in adult education in order to get an accurate picture of their contribution and involvement.[25]

5.1.5 PPALC's human resources: governance arrangements, institutional management, academic and support staff

Chapter 3 of the AET Act outlines the process of how the governance and management structure of the PALC is established. The Act stipulates that the PALC should be governed by the governing body comprising elected members from educators, learners and staff members who are not educators, under the leadership of the centre manager.

The Act also makes provision for the establishment of the National Advisory Board for Adult Basic Education and Training (NABABET) to ensure that provision of learning services for adults and out-of-school youths is regarded as a national imperative to enable the sector to access greater financial and other resources.[26] Sadly as the Ministerial Committee on Adult Education report (2008) notes, the NABABET non-establishment deprived the PALCs a strengthening mechanism through the involvement of critical role players in adult education represented in the Board. This is one of the governing failures of the PALCs. The situation is exacerbated by the fact that the establishment of provincial governance structures depended large on the goodwill of the provincial political and education leadership. It is no wonder that Aitchison (2011) take a hard line stance and contends that;

[23] Ministerial Committee on Adult Education report, 2008, p35
[24] Aitchison J., From ashes to assets, 2011, Mail and Guardian newspaper, 21 April 2011
[25] Ministerial Committee on Adult Education report, 2008, p31

[26] Ministerial Committee on Adult Education report, 2008, p35

"...the South African adult education is in a mess. The state's public adult education system, run by the departments of education, is thoroughly dysfunctional..."[27]

The Ministerial Committee on Adult Education report (2008) concurs, albeit from a different angle. It argues that the fact that governing body of the PALC is drawn from the internal stakeholders poses a challenge as they are the only ones who can vote and be elected, while the remainder of governing members are volunteers who are co-opted but not elected.

Beside the governing body, which manages the centre under the leadership of the centre manager, the additional human resources comprise the educators or AET facilitators and the support staff, as can be seen from the table 2 below.

Table 5.2: Human resources at the public PALCs

HUMAN RESOURCE CATEGORY	FEMALE	MALE	TOTAL
Lecturing Staff	3790	4321	8111
Management Staff	172	270	442
Support Staff	3433	2457	5890
Grand Total	**7395**	**7048**	**14443**

Source: EMIS Data, 2010, Department of Higher Education and Training

The educators are key to the optimally functioning of the centre and make up the majority of the human resources and academic staff, comprising around 56.2% of total staff in 2010[28], and yet only a small number of AET educators in all provinces enjoy full-time employment and are not given the same status as educators in the schooling system.[29] Consequently they don't enjoy the job security and benefits enjoyed by school-based educators, which makes adult education not attractive as a career option. However the fact that PALCs operate as part time centres catering for part time learners makes it difficult for the educators to bargain for better working conditions.

5.1.6 Institutional funding arrangements; tuition and other related fees

The main source of funding for the PALCs was the provincial DoE, before they were moved to the DHET. However the funding for adult education has been paltry compared to the needs of PALCs. The Ministerial Committee on Adult Education report (2008) points out that to begin with it was difficult to identify funding allocations for adult education from provincial DoEs because they are obscured under other funding categories. Furthermore Pillay (2008) in the South African Report National Report on the Development and State of the Art of Adult Learning and Education (2008) contends that this is because the funding of adult education is on an ad hoc basis while schooling funding is prioritised. This means that

[27] Aitchison J., From ashes to assets, 2011, Mail and Guardian newspaper, 21 April 2011
[28] *EMIS Data, 2010, Department of Higher Education and Training*
[29] Ministerial Committee on Adult Education report, 2008, p32

provincial DoE funds adult education with left-over funds once the schooling sector has been allocated its lion's share of funds.

Secondly the report indicates that in the 2006/7 financial year provinces spent 0.98% of the entire education budget on adult education. Third and lastly there is a huge disparity on how the provincial DoEs allocated funding. For example in the 2006/7 financial year, E. Cape spent R155.8M while W. Cape spent a paltry R23.5M, which indicates that "...it is not necessarily the 'more affluent' provinces that allocated more money".[30]

5.2 Public and private Further Education and Training (FET) colleges

In an attempt to integrate and transform the racially fragmented system of technical education in South Africa, the post apartheid government embarked on a radical process of policy initiation and implementation in 1996. The policy initiation resulted in the gazetting of the Further Education and Training (FET) Act in November 1998 by the Department of Education (DoE). The objective of the policy process was to make the public FET Colleges more relevant and responsive to the technical skills challenges facing South Africa (Maja, 2001). This resulted in the merging of 150 FET Colleges into 50 public FET Colleges through the new institutional landscape in the late 1990s.

The FET Colleges Act of 2006 provides for the registration of private education and training institutions offering programmes and qualifications at NQF levels 2-4 based on having achieved accreditation from Umalusi. The Skills Development Act of 2008 provides for the accreditation of skills development providers offering programmes leading towards the achievement of occupational qualifications and skills certificates at all levels of the NQF.

5.2.1 Distinctiveness and uniqueness of FETs

There are 50 FET public Colleges, as shown in table 2 below, and 232 campuses or learning sites.[31] They are strategically positioned within the post-school arena to allow them to address the needs of a broad range of school leavers. In the first instance colleges can provide school leavers with general-vocation preparation for a broad range of occupations which will require further specialized training in the workplace. Colleges also provide the theoretical components of occupational qualifications, which must then be integrated with practical workplace learning.

[30] Ministerial Committee on Adult Education report, 2008, p22
[31] Gewers A.,2011, Mini sector skills plan (SSP)public further education and training, ETDP SETA SSP

Table 5.3: South African Public FET Colleges per province

Province	Names of FET Colleges	Total number
North West	Taletso FET College Vuselela FET College Orbit FET College	3
Gauteng	Tshwane South Public FET College Tshwane North College For FET Ekurhuleni West Public FET College Ekurhuleni East Public FET College South West Gauteng College Central Johannesburg Public FET College Western Public FET College Sedibeng Public FET College	8
Limpopo	Lephalale FET College Capricorn FET College Waterberg FET College Vhembe FET College Mopani South East FET College Letaba FET College Sekhukhune FET College	7
Mpumanlanga	Ehlanzeni Public FET College Nkangala Public FET College Gert Sibande Public FET College	3
Kwazulu-Natal	Mthashana FET College Umfolozi FET College Majuba FET College Mnambithi FET College Elangeni College For FET Coastal KZN F.E.T. College Thekwini FET College Umgungundlovu FET College Esayidi FET College	9
Eastern Cape	Port ElizAETh Public FET College Eastcape Midlands Public FET College Buffalo City Public FET College Lovedale Public FET College King Sabatadalindyebo Public FET College Ingwe Public FET College Ikhala Public FET College King Hintsa Public FET College	8
Free State	Goldfields FET College Motheo FET College Maluti FET College Flavius Mareka FET College	4
Northern Cape	Urban Public FET College Rural Public FET College	2
Western Cape	West Coast Public FET College Boland Public FET College South Cape Public FET College Northlink College College Of Cape Town	6

	False Bay Public FET College	
	TOTAL	**50**

Source: (www.skilsportal.co.za, 2007)

According to the Blom (2011), the DHET currently has 272 private FET colleges registered, who offer NQF level 4 qualifications[32]. However Blom (2011) points out that the size and shape of this sector is not well known. According to the ETDP SETA SSP (2011) it was initially estimated to be around 3 000 private FET providers in South Africa before the initial registration in 2006. The then DoE found that less than 1000 private FET providers had applied for formal registration, dispelling the initial estimates by almost two thirds. According to the DHET Private FET Annual Report Survey in 2009 there were a total of 455 institutions in their database comprising private education institutions on extension and provisionally registered colleges.[33]

5.2.2 Access and the number of out-of-school youth and adults catered by provisioning

The *Green Paper for Post-School Education and Training* (2012), currently out for public comment, points out the just over 300 000 learners were enrolled at the public FET colleges, when the college system has capacity to absorb just over 400 000 learners[34]. While with their 232 satellite campuses across the country the public FET colleges seem accessible, however they are not attracting adequate learner numbers in relation to their capacity. There are a number of reasons for this, which will be discussed in the proceeding sections of this review.

According to the ETDP SETA draft SSP (2011) indicates that there around 37520 reported learners in private FET colleges in NCV, NATED and occupational programmes. Most students who cannot get accommodation in the public FETs resort to the private FET institutions as an alternative option. The major challenge to most students is finance because these colleges are not cheap compared to public FET colleges. This is because private FET colleges are not subsidised by government. And this becomes some form of an exclusion and barrier for needy students. Some of the private institutions offer bursaries to needy but capable students.

[32] Blom R., 2011, The size and shape of private, post-school education and training provision in South Africa, Centre for Education Policy

[33] ETDP SETA Draft Sector Skills Plan, 2011

[34] Vinjevold P., 2006, The FET Bill presentation to the Education Portfolio Committee meeting, Parliament, 6 September 2006, available [online] at: http://www.pmg.org.za/minutes/20060905-draft-further-education-and-training-fet-colleges-bill-department-briefing, accessed on 02 February 2012

5.2.3 Qualifications and learning programmes offered and their uptake; modes of delivery; quality assurance and their articulations with other educational institutions

The public FET colleges are mandated to offer the National Certificate, Vocational (NCV), a three year programme aimed as an alternative to the academic programme offered at schools. The programme is designed to combine theory and practical experience in one of the eleven vocational fields and learners exit at Grade 12 or NQF Level 4 with a national certificate.[35] Other programmes are the National Educational (NATED) courses, better known as N courses, which goes from N1 to N6 and the National N Diploma. These programmes are mostly offered on fulltime basis and the NCV and the N1-3 programmes are quality assured by Umalusi. The N4-6 and the National N Diploma programmes are currently not quality assured by any quality council.[36]

In addition public FET colleges offer NQF qualifications, skills programmes and short courses, which are funded by employers and the SETAs. Most of these programmes are quality assured by the SETAs and their mode of delivery varies from part time to learnerships, which has a workplace component. The private FET colleges also offer the same programmes.[37]

The main challenge with these programmes is that they are not articulated with any higher education programmes. In fact the Green Paper for Post-School Education and Training (2012) highlight the fact NCV graduates cannot use it to access higher education and there is no progression even for the N courses in higher education institutions.[38] Clearly this is one of the reasons why most learners do not prefer FET colleges as epitomised by the following comment by the principal of Central Johannesburg College, Mr Motsumi Makhene, in the *Mail and Guardian* article;

"Some of our graduates in those fields (building, boiler making, plumbing, and electrical studies) have potential, but it's not being explored because employers and universities are not interested and do not understand their qualifications".[39]

5.2.4 Relationship with and service to communities, business and industry (including graduate placement programmes)

With its spread of 232 campuses across the country, the FET public colleges have a wider reach of their communities. For example the Portfolio Committee on Higher Education and Training report (2009) on the site visits to the Limpopo FET colleges, states that the FET

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[35] South African Report National Report on the Development and State of the Art of Adult Learning and education (revised), June 2008, p24

[36] Green Paper for Post-School Education and Training, 2012, p23

[37] ETDP SETA Draft Sector Skills Plan, 2011

[38] Green Paper for Post-School Education and Training, 2012, p23

[39] Nkosi B., 2012, Why students fret at the thought of FET, Mail and Guardian, 20 January 2012

colleges have a good relationship and services the surrounding communities. The main challenge is the access to jobs opportunities of the graduates. This demonstrates that most FET colleges do not have a close relationship with business and industry, hence the negative perception of FET programmes being inferior.

5.2.5 Human resource management: governance arrangements, institutional management, academic and support staff

Akoojee (2008) contends that the de-volvement of college staff appointments to the college councils by the revised FET Act of 2006 had a negative impact on the capacity of the public FET Colleges to fulfil their mandate. While the aim was to make colleges more autonomous, it unfortunately created an unintended consequence of subjecting college staff to poor working conditions and unattractive pay packages (Akoojee, 2008). Akoojee (2008) further argues that this took place at the time when the FET Colleges were mandated and expected to be a critical component in the successful implementation of skills development in the country.[40] As a result the FET Colleges attracted fewer lecturing staff, which in the main was of poor quality and were often under qualified. This state of affairs was confirmed by a site visit conducted by the Portfolio Committee on Higher Education and Training in 2009 to Letaba FET College in the Limpopo province. The committee found a high vacancy rate and continued use of unqualified lecturing staff.[41]

In turn, this compromised the quality of teaching and learning resulting in FET College programmes being perceived as being inferior. Akoojee (2008) therefore concludes that the policy changes "…presupposes that college lectures, as key strategic players, are well motivated and an effective component of the college system ready to take on …(skills development) challenges …(and)…this may not be necessarily the case."[42]

The legislative control of FET Colleges, universities and the SETAs has been given to the newly established DHET. There appears to be some intent on the DHET regarding FET college teaching and learning. Within a matter of 6 months of DHET's existence, one round table discussion and one conference were held by the DHET to discuss FET provision in South Africa. While the DHET may develop new policies around FET provision in South Africa, the *National Plan for FET Colleges (NPFET) in South Africa gazetted in 2008* still applies for now. .

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[40]Akoojee S., (2008). 'FET college lecturers: the 'devolving' link in the South African skills development equation', *Journal of Vocational Education and Training, Vol. 60, No. 3: 297-313*

[41]Portfolio Committee on Higher Education and Training Report. (2009). Available [online] at: www.pmg.org.za, accessed 29 January 2011

[42] Akoojee S., (2008). 'FET college lecturers: the 'devolving' link in the South African skills development equation', *Journal of Vocational Education and Training, Vol. 60, No. 3: 297-313*

The NPFET sets out targets and enunciates significant changes over the next few years regarding FET provision. The NPFET also promises resources for the FET sector, while it encourages corporation and collaboration between FET Colleges and the SETAs. In terms of targets, the NPFET proposes a target of one million learner enrolment in public FET Colleges by 2014. This is the same target announced by the minister of the DHET, Dr Blade Nzimande (2010) in his budget speech, even though he extended the deadline to 2015. The achievement of this target has huge human resource capacity implication for the public FET Colleges. Thus far, Maja (2001) and Akoojee (2008) have argued that the key component of the human resource capability of the FET Colleges show evidence that many FET college lecturers are still ill prepared for the challenges due to lack of capacity and expertise.

One of the major changes contained in the NPFET "…is to allow FET college's greater autonomy in determining their missions, governance and management of their affairs." The autonomy includes the selection, recruitment and appointment of lecturing staff, which Akoojee (2008) has criticised. Akoojee contends that the granting of autonomy to FET Colleges has led to severe shortages of teaching staff in some of the colleges while there has been a noticeable drop in the experience and qualifications of academics being employed in the FET sector.

There is not much data available for private FET, but according to the draft ETDP SETA SSP (2011), as indicated below, the racial makeup of Private FET Colleges differs noticeably from Public FET Colleges in that the contingent of white and Indian lecturers is substantially larger relative to the total group.

Table 5.4: Race profile of private FET College lecturers

Race profile	African	Coloured	Indian	White
Percentage	45%	7%	10%	38%

Only 21% of Private FET College staff is on temporary contracts and of this figure, 50% of lecturing staff are reported as having temporary appointments, thereby providing the colleges more flexibility to offer demand-driven programmes. The staff in most of these institutions is shared with other similar sectors in the market between the public and the private sector. However, the private sector offers incentives and rewards for good performance, which is not always the case with public institutions.

5.2.6 Institutional funding arrangements; tuition and other related fees

In terms of providing resources, the NPFET plan reports on the provisioning of R1, 9 billion for the recapitalization of the public FET Colleges. On page 7 of the NPFET, it is stated that the R1.9 billion was targeted for:

- Delivery of priority skills programmes
- Infrastructure development

- Procurement of equipment
- Development of administrative systems
- Staff development and
- Curriculum development

Akoojee (2008) states that this R1, 9 billion "…has assisted in developing the (FET) sector."[43] However the author is quick to point that, considering the enormity of the task expected of the public FET Colleges and the historical funding disparities, the sector has not been satisfactorily funded. This is evident in the funding disparities amongst colleges and the disparity between what the colleges asked for and what they were ultimately allocated (See table 5 below). It is against this background that in his budget speech of June 2009, the minister of higher education and training department (DHET) announced a R3, 2b grant allocations to the FET Colleges.

Table 5.5: Funds allocated to FET Colleges in 2007

Province	Number of colleges	Amount requested	Amount allocated
Free State	4	R574 million	R118 million
E. Cape	8	R578 million	R225 million
Gauteng	8	R517 million	R409 million
KZN	9	R535 million	R368 million
Limpopo	7	R567 million	R224 million
Mpumalanga	3	R212 million	R109 million
N. Cape	2	R100 million	R25 million
N. West	3	R301 million	R122 million
W. Cape	6	R604 million	R227 million
TOTALS	**50**	**R3, 988 million**	**R1, 827 million**

Adapted from Vinjevold's power point presentation to FET Conference, 15 Nov 2007 (www.skilsportal.co.za, 2007)

According to the ETDP SETA draft SSP (2011) the funding allocation for FET Colleges has risen substantially over the last decade from around R800-million in 2000 to around R4-billion in 2011. Prior to 2010, the allocation of funding for FET was a provincial responsibility

[43] Akoojee S., (2008). 'FET college lecturers: the 'devolving' link in the South African skills development equation', *Journal of Vocational Education and Training, Vol. 60, No. 3: 297-313, p309*

and was subject to provincial budget fluctuations. As a result of the shift of funding for FET Colleges to the DHET, colleges are now funded through a three-year conditional grant. This enables the DHET to better control the allocation of budgets at a provincial level and ensure that colleges receive the funding they require. In order to cater for the conditional grant, the equitable share baseline was adjusted by just under R3.4 billion a year to reflect this shift. This amount was later adjusted to accommodate improvements in conditions of service for college lecturers negotiated in the Education Labour Relation Council (ELRC) chamber.

Over and above the funding provided by government, FET charges students fees for the NCV and Nated programmes. On average FET colleges charge between R5000 to R12000 (fulltime students) and between R600 and R2000 (part time students) for the NCV programme. They also charge around R2000 for both fulltime and part time students for Nated cources[44]. Private FET colleges are not subsidized by the South African government. They make their revenue from student fees, employer and public entities' contracts.

5.3 Public and private Higher Education Institutions (HEIs)

Higher Education Institutions (HEIs) are governed by the Higher Education Act, 1997 which defines a Higher Education Institution (HEI) as "any institution that provides Higher Education on a full-time, part-time or distance basis."

5.3.1 Distinctiveness and uniqueness of HEIs

According to the ETDP SETA draft SSP (2011) the three core functions of public HEIs are: post-school teaching and learning; research publication and presentations; and, community engagement. Of the 23 public HEIs, four are located in the Western Cape (WC), two in the Free State (FS), four in Kwazulu-Natal (KZN), four in the Eastern Cape (EC), six in Gauteng (GP), two in Limpopo (LP), and one in North West (NW) province. The Mpumalanga (MPU) and the Northern Cape (NC) do not have any universities.[45] Gauteng also has the Medical Campus of Limpopo University formerly known as MEDUNSA. Clearly the highest concentration of HEIs is in Gauteng. This skewed provisioning disadvantages Mpumalanga and Northern Cape students. These happen to be the provinces that have low numbers of private providers for both FET and HE.

The twenty three universities can also be divided into three categories, namely "academic universities" (eleven); "comprehensive universities" (six) and "universities of technology" (six). Universities can be further categorized in terms of their enrolment: "large"

[44] http://www.nkangalafet.edu.za/nated-fee-structure, 2012,
[45] ETDP SETA Draft SSP, 2011

(enrolments of 30 000 and above); "medium" (between 20,000 and 30 000); "small" (fewer than 20 000).This is illustrated in Table 6 below.[46]

Table 5.6: Universities grouped by type

SUBGROUP	RANGE	INSTITUTIONS IN GROUP (see list of acronyms for full names)
ACADEMIC UNIVERSITIES (AU)		
Large AU	Enrolments of > 30 000	UP, NWU, UKZN
Medium AU	Enrolments of 20 000 – 29 999	UFS, Wits, UCT, SU
Small AU	Enrolments of < 20 000	UL, UWC, UFH, RU
UNIVERSITIES OF TECHNOLOGY (UT)		
Large UT	Enrolments of > 30 000	TUT
Medium UT	Enrolments of 20 000 – 29 999	CPUT, DUT
Small UT	Enrolments of < 20 000	VUT, CUT, MUT
COMPREHENSIVE UNIVERSITIES (CU)		
Large CU	Enrolments of > 30 000	Unisa, UJ
Medium CU	Enrolments of 20 000 – 29 999	WSU, NMMU
Small CU	Enrolments of < 20 000	Univen, UZ

According to the ETDP SETA draft SSP (2011), Private Higher Education is governed by the Constitution of South Africa, 1996: section 29, (3) and the Higher Education Act, 1997 as amended in 2000 and 2001, which acknowledge the establishment of independent (private) educational institutions. The HE Act further requires that Private Higher Education institutions must be registered. Their programmes must be quality assured by the Higher Education Quality Committee (HEQC).

The ETDP SETA draft SSP (2011) further states that, as of April 2010, there are 104 registered private higher education institutions in South Africa.[47] Table 6, below shows the distribution of the private higher education institutions by province. Most of the institutions are located in Gauteng, KwaZulu-Natal and Western Cape. Only 17 of the 104 institutions are offering degrees at post-graduate levels. The majority of institutions are offering post-school certificate programmes.[48]

[46]Cloete, J. (Ed.) 2009, *Responding to the needs of post school youth*, Cape Town: Centre for Higher Education Transformation

[47]ETDP SETA Draft SSP, 2011.

[48]ETDP SETA Report: Sectoral Analysis of the ETD Sector, June 2010.

Table 5.7: Registered Private Higher Education Institutions

Province	Number of institutions	Province	Number of institutions
Eastern Cape	3	Mpumalanga	0
Free State	0	North West	2
Gauteng	55	Northern Cape	0
KwaZulu-Natal	15	Western Cape	21
Limpopo	1	**South Africa**	**104**

Source: DHET

However Blom (2011) indicates that as of 7 April 2011, there are 87 private HE institutions registered with DHET, of which 28 have been issued with the intent to cancel their registration as they have not fulfilled all the registration requirements. Furthermore 3 institutions were deregistered as of December 2010 while an additional 54 and 5 have respectively had their registration revoked before December 2010, or have withdrawn their registration.[49] This indicates the instability and the fast pace of change in the landscape of the private HE sub-sector.

5.3.2 Access and the number of out-of-school youth and adults catered by provisioning

From the gleaned literature there is a general consensus that there has been an increase in student enrolments at the HEIs from students from disadvantaged communities. The *National Development Plan* (2011) states that African student numbers grew by 6.2% per year from 2000 to 2009. The *Green Paper for Post-School Education and Training* (2012) agrees but puts the annual average increase of African students at 6.5%. This means that the HEIs are generally accessible to African students, with a student population of 67%, when compared to other races. However the *Green Paper for Post-School Education and Training* (2012) contends that this figure is small when juxtaposed against the number of Africans in the entire South African population.

This is a critical point which shows that 6.5% growth is not enough when, for example, 658 142 students applied for only 162 929 university study opportunities available across the country in 2012.[50] In agreement Breier and le Roux (2012) points out that while it is true that the black enrolments have increased since 1994, this must be seen in relation to the entire population of people of university-going age. They contend that when this is done the growth is very small, at the region of 4.4%. Hence they conclude that;

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[49] Blom R., 2011, The size and shape of private, post-school education and training provision in South Africa, Centre for Education Policy

[50] Bohler-Muller N. and Price B.E., (2012), *Students need vision, not mediocrity*, Sunday Independent newspaper, 11 January 2012

"The desperate stampede for places at the University of Johannesburg this month (January 2012) was a reminder of the importance of a university education and the failure of the public higher education system to accommodate a sufficient number of black students".[51]

The *Green Paper for Post-School Education and Training* (2012) acknowledges that the accurate number of students accessing the private higher education is not known. However it points out that the student enrolments figures of the institutions range from fewer than 20 students to approximately 15 000 students, which exemplifies differences in the size of the private higher education institutions. Table 7 below shows the top nine, in terms of learner enrolments in 2008 and 2009, private HE institutions[52]:

Table 5.8: Top nine private HE learner enrolments in 2008 and 2009

Institution	Enrolment 2008	Enrolment 2009
Milpark Business School	13 576	14 459
Independent Institute of Education	10 826	12 886
IMM Graduate College	7 161	6 783
Lyceum College	2 311	2 552
Southern Business School	2 077	2 525
South African Theology Seminary	4 128	2 193
MANCOSA	2 209	2 155
Damelin	Less than 2000 in 2008	2 039
Totals	**46 199**	**50 725**

Source: Blom R., 2011, The size and shape of private, post-school education and training provision in South Africa, Centre for Education Policy

5.3.3 Qualifications and learning programmes offered and their uptake; modes of delivery; quality assurance and their articulations with other educational institutions

The public HEIs provide learning programmes that culminate in full qualifications as accredited by the Higher Education Quality Committee (HEQC) and that fall within the NQF bands 5-10. The ETDP SETA draft SSP (2011) states that public HEIs offer education for intermediate occupational skills and high level skills with students acquiring national certificates and diplomas for intermediate skills and undergraduate degrees, honours degrees, masters degrees, doctoral degrees and post-doctoral research degrees for high level skills.

Education Statistics 2010 shows that, in 2009, there were 837 779 students enrolled in the public Higher Education (HE) institutions. Included in the above students, 316 349 were enrolled in distance education programmes. Furthermore, according to the ETDP SETA draft

[51] Breier M., and le Roux P., (2012), *Black access to varsity: What's the full story*, Mail and Guardian newspaper, 27 January 212

[52] Blom R., 2011, The size and shape of private, post-school education and training provision in South Africa, Centre for Education Policy, p34

SSP (2011) the majority of students (43.5%) were enrolled in humanities-related programmes; education, and humanities and social sciences; as compared to 28.3% and 28.2% for programmes in science, engineering and technology (SET) and business-related programmes (business and management), respectively.

The *Green Paper for Post-School Education and Training* (2012) points that in 2009 enrolment at public HEIs remained primarily undergraduate with 82% of students enrolled in undergraduate qualifications, while 5% were masters students and 1% were PhD students. This may be an indication of the reported phenomena that students are taking longer to complete undergraduate degrees particularly African students. The headcount of undergraduate success shows African students at 74% the only race group below the average of 77% success rate (Education Statistics 2010).

Another challenge is the university programmes do not articulate vertically with other post school institutions and articulates poorly horizontally amongst different universities. The *Green Paper for Post-School Education and Training* (2012) acknowledges this challenge by admitting that;

"There is as yet little integration across different types and sites of provision. It is difficult for students to move between colleges and universities, between different universities, between schools and post-school institutions..."[53]

This was echoed by Mr Sandile Phakati, the president of South African Union of Students, in his report to the Portfolio Committee on Higher Education meeting on the 8th February 2011, when he said that there was a need for a universal curriculum in the universities of South Africa, and cited a problem where graduates from the University of Zululand had been asked by the University of the Witwatersrand (Wits) to redo their third year, because their qualification was deemed inferior.[54]

5.3.4 Relationship with and service to communities, business and industry (including graduate placement programmes)

The relationship with and service to communities, business and industry has different connotations. However in the context of this review this subsection examines the institution's responsiveness to the needs of the communities, in terms of the community benefiting, and business, in relation to graduate placement programmes. The ETDP SETA draft SSP (2011) points out that the not-for-profit private Higher Education institution is

[53] Green Paper for Post-School Education and Training, 2012, p14

[54] Portfolio Committee on Higher Education report, (2011), *Access to higher education: challenges: Higher Education SA briefing*, http://www.pmg.org.za/report/20110208-higher-education-south-africa-hesa-challenges-access-higher-education, accessed 29 January 2012

another important group within the higher education sector; it is mainly run by religious groups, employers and philanthropic groups. The students do not pay fees because they are sponsored by the religious group, donor or employer to further their studies.

In South Africa this is a very small group because many Private HE institutions are skewed towards for-profit Private Higher Education. However the not for profit Private HE institutions play a very important role in giving opportunities to students who cannot afford higher education through lack of funding and bursaries. Based on the current enrolments, this group of learners accounts for 22% of the total HE sector in SA. According to the January 2012 DHET register of private HE institutions; the following are some of the institutions which fall under the non-profit category:

- Auckland Park Theological Seminary;
- Afrikaanse Protestantse Akademie;
- Baptist Theological College of Southern Africa;
- Bible Institute Eastern Cape;
- Centre for Creative Education;
- Cornerstone Christian College;
- Helderberg College;
- International Trade Institute of Southern Africa;
- South African Faculty of Homeopathy

While there seems to be evidence, albeit small, that there is relationship between universities and communities, there are also links between universities and industry and business, especially through links professional bodies such as Law Society of South Africa and South African Institute of Chartered Accountants (SAICA). The *Green Paper for Post-School Education and Training* (2012) advocates for the promotion of work-based learning and on-the-job training programmes through apprenticeships, learnerships and internships. However it emphasises that this should be done through partnership with public employers such as government departments and state-owned enterprises, without proposing a mechanism on how this should be achieved.

The green paper also ignores the importance of private business and industry in absorbing university graduates, which is by far the largest group of employers. Archer (2012) argues that no graduate come into private employment work ready. The employer is compelled to provide on-the-job training to orientate and induct the graduate, and yet private employers are not considered major stakeholders in the planning of education and training. Archer (2012) berates both the green paper and National Development plan for this omission while the statistics show that 9.6-million people were formally employed in 2010, of whom the private sector share was 7.6-million (79%) and the public-sector share 2.1-million (21%).[55]

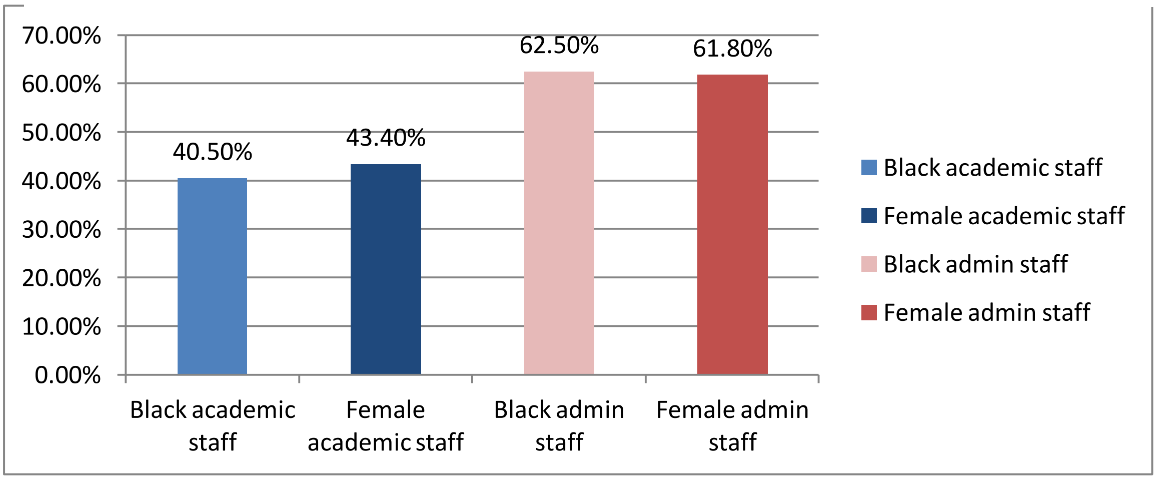
5.3.5 HEI's human resources: governance arrangements, institutional management, academic and support staff

According to the DoE HEMIS data (2010) in the ETDP SETA draft SSP (2011) as of October 2009 there were 45 012 employees with permanent appointments at public HEIs. 15 936 are classified as professional staff (lecturers, researches, professionals and specialists), 23 555 as administrative, technical and office staff, and 5 521 as service staff.

South Africa's public universities employ proportionally more people than comprehensive universities and universities of technology. The top 5 employers are University of South Africa (3 981), University of Pretoria (3 591), University of Cape Town (3 101), North West University (2 753) and University of Witwatersrand (2 714). It is also apparent that institutions located in (poor) rural areas (for example the University of Venda (769) and University of Zululand (740)) employ less staff than those located in more (prosperous) urban locations as shown above.[56]

Figure 1 shows that, in 2008, Black staff (Black African, Coloured and Indian/Asian) had a 40.5% (6 462) share of permanently appointed academic (instruction and research) staff posts, while white female staff had a 43.4% (6 916) share of permanently appointed academic staff posts.

Figure 5.1: Percentage distribution of Black and female staff in public higher educational institutions as a percentage of total permanent staff in 2008.



Source: Department of Education, March 2010.

[55] Archer S., (2012), *Making skills acquisition work for everyone*, Mail and Guardian newspaper, 13 January 2012

[56] ETDP SETA Draft SSP, 2011

In terms of governance the Higher Education Act 101 of 1997 provides for the establishment of the institutional governance structures such as university council, senate, students representative council and an institutional forum. However, the *Green Paper for Post-School Education and Training* (2012) points out that a number of universities continue to be plagued by leadership and governance challenges such as weak leadership, governance structures and procedures, as well as poor planning, corruption autocratic management practices and low accountability.[57]

Not much literature is available on the governance, management and staff at the private higher education institutions. However according to the ETDP SETA draft Mini SSP on private providers in HET (2011) the staff in private HEIs is not split into gender or race, it is only categorized in terms of the following:[58]

Table 5.9: Category of staff at the private HE institutions

Employment Category	Percentage
Full-Time Employment	17%
Contract employment	9.1%
Part-Time employment	24.5%
Staff at all levels	49.4%

The table shows that the dominant category of staff is part-time employment with 24.5%. This point to the sustainability challenge faced by these institutions. They employ the staff on contract basis depending on the number of students enrolled and the amount of contract work the institution has secured.

5.3.6 Institutional funding arrangements; tuition and other related fees

Public higher education institutions are funded from the public purse based on their research output. According to the *Green Paper for Post-School Education and Training* (2012) this has a skewed financial support in favour of advantaged institutions which have the capacity to produce large volumes of research, to the detriment of disadvantaged institutions. The green paper also acknowledges that the state purse has not kept pace with the actual growth of 4.6% within the system, because it budgeted at the planned growth of 2.8%. A ministerial task team has been appointed to review the public funding framework to determine the financial requirements of higher education institutions.

While welcoming the frankness of the green paper on funding, Hamilton and Baatjes (2012) complain about the "...neoliberal thinking that dominates the...financing mechanisms has

[57] Green Paper for Post-School Education and Training, 2012, p46
[58] ETDP SETA Draft Mini SSP for private providers in HET, 2011, p21

led to the corporatisation of the higher-education sector, the commoditisation of knowledge and the neglect of the social sciences and humanities."[59]

In the authors' view higher education should be funded to expand and increase its capacity to take in more students and therefore increase participation rate, but not to turn them into business enterprises. This view is echoed by Breier and le Roux (2012), who argue that the low participation rate is a consequence of low government spending on higher education, which "...declined from 0.9% of gross domestic product in the late 1980s (with teacher colleges included) to 0.6% in 2009. The per-student expenditure by government declined from R27 900 in 1987 to R14 700 in 2009 in real terms (using the rand in 2005 as a measure)"[60]

A similar picture is prevalent in the private higher education. Private higher education institutions are not funded nor subsidised by the state. Similarly students electing to study in a private higher education institutions are not funded. The inability for private students to secure tertiary funding from government is an impediment to the private higher education sector to assist in skills development. There is a need for the government and public institutions to consider establishing strategic sustainable public private partnerships in imparting the scarce and critical skills broadly across the sector. The different skills they possess would immensely benefit both sectors and the government's national goals of skilling the South African population.

The current policies and regulations in the higher education sector promotes division rather integration for both private FET and private HE and public FET and public HE. The policy framework needs to facilitate for collaboration between private and public institutions.

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[59] Hamilton S. And Baartjies B., *Blades paper fails to make the cut*, 2012, Mail and Guardian newspaper, 20 January 2012

[60] Breier M., and le Roux P., (2012), *Black access to varsity: What's the full story*, Mail and Guardian newspaper, 27 January 212

5.4 Non-Profit Organizations (NGOs, CBOs and FBOs) and Multi-Purpose Community Learning Centres (MPCLC) centres

In terms of the Nonprofit Organisation Act No 71 of 1997, a Non-profit Organisation means a trust, company or other association of persons-

(a) established for a public purpose; and
(b) the income and property of which are not distributable to its members or office bearers except as reasonable compensation for services rendered.

The Act makes provision for the registration of Non-Governmental Organisations (NGOs), Community-Based Organisations (CBOs) and Faith-based Organizations, all of which fall under it. However Birdsall (2005) contends that:

"Less attention has been paid to documenting and analysing the many and diverse activities conducted by non-governmental organizations, community-based organizations...including faith-based organizations, at community level."[61]

In addition to NPOs, there are other community oriented structures called Multi-Purpose Community Learning Centres (MPCLCs). According to Benjamin (1998) MPCLCs are community development structures which provide access to information, facilities, resources, training and services. Though the literature gleaned on MPCLC is more than ten years old and needs to be updated, the concept of MPCLCs offer some food for thought in the conceptualization of Community Education and Training Centres.

5.4.1 Distinctiveness and uniqueness of Non-Profit Organization

A Non Governmental Organisation (NGO) is a national non-profit organisation that is not state-owned but is usually registered as a Section 21 Company in South Africa. NGOs usually interact with the formal sector of the economy with a view to providing services to the informal economy.

A Community-Based Organisation (CBO) refers to a regional and/or community based non-profit organisation that is usually not be registered but does have a constitution that regulates its members. CBOs usually interact with the informal economy.

According to Birdsall (2005), who analysed the profile of the faith-based organizations (FBOs) registered in the national HIV/AIDS database, 96% of FBOs are predominantly Christian in orientation. The remaining 4% are comprised of Bahai, Muslim, and Hindu groups. Among Christian FBOs, 40% are interdenominational or follow Christian teachings without being affiliated to a particular denomination, 14% percent are Catholic, 11% are

[61] Birdsall K., 2005, *Faith-based response to HIV/AIDS in South Africa*, Centre for AIDS Development, Research and Evaluation (CADRE), Braamfontein, p3

Dutch Reformed, 11% are Pentecostal/Charismatic, 7% are Anglican, 6% are Methodist, and the remaining 8% represent other Christian denominations.[62]

On the other hand Multi-Purpose Community Learning Centres (MPCLCs) provide a one stop shop for various services as defined by the needs of community such as computer training; government information and services; small business support and community information centre.[63]

5.4.2 Access and the number of out-of-school youth and adults catered by provisioning

NPOs exist to "...meet the needs that might arise organically from within the communities across most sectors."[64]Most of them cater for different target group depending on the nature of the service they provide. Both NGOs and CBOs are accessible to youth and adults because they originate from the communities they serve.

Because of the nature of their work, FBOs target affected groups in society such as orphans, women, people living with aids, substance abusers and street children. Birdsall (2005) points out that the number of people reached by FBOs per month ranges from less than 10 to several thousands, but 59% of FBOs, which are in majority, reach less than 200 people per month, while 45% reach less that 100 people per month.[65]This means that, depending on their type, generally FBOs ensure that they reach out to their target group through projects or the social services they provide.

According to Benjamin (1998) there were 441 MPCLC in South Africa in 1998. These are centres who responded to the research questionnaire, even though 8000 questionnaires were distributed. The study made a clear distinction between large NGOs, of which 206 responded to the questionnaire, and pure MPCLCs. Therefore of the 441 documented centres, only 235 are pure MPCLCs (though there is evidence that some MPCLC take the form of CBO, NGOs and PALCS), as provincially broken down in the table below:

[62 and 55] Birdsall K., 2005, *Faith-based response to HIV/AIDS in South Africa*, Centre for AIDS Development, Research and Evaluation (CADRE), Braamfontein
[63] Benjamin P., 1998, Multi-Purpose Community Centre Research, International Development Research Centre: Johannesburg
[64] Swilling M., 2002 , The size and scope of the Non-profit sector in South Africa,

Table 5.10: Number of MPCLCs per province

Province	Number of MPCLCs
Eastern Cape	54
Free State	8
Gauteng	52
Kwazulu Natal	46
Mpumalanga	9
North West	7
Northern Cape	6
Northern Province (Limpopo)	23
Western Cape	30
Total	**235**

Source: Adapted from: Benjamin P., 1998, Multi-Purpose Community Centre Research, International Development Research Centre

5.4.3 Qualifications and learning programmes offered and their uptake; modes of delivery; quality assurance and their articulations with other educational institutions

Most FBOs operate within a community context and, like NGOs and CBOs, take on a variety of community orientated programmes such home-based care, literacy classes, life skills training, HIV/AIDS awareness and self help projects. While Birdsall's (2005) study is predominantly on the FBOs response to HIV/AIDS, it also covers other services these organizations offer. For example around 10% of FBOs analysed are involved in education. By their very nature, their programmes and services are done on a one-to-one or through group sessions and some of them do not need any quality assurance nor do they need to articulate with other institutions.

Though the MPCLC study by the National Information Technology Forum, under the leadership of Peter Benjamin in 1998, was documenting these centres in relationship to technology, the study discovered that the centres offered wide range of community services.

5.4.4 Relationship with and service to communities, business and industry (including graduate placement programmes)

NPOs are generally embedded in the communities they operate in terms of the services they provide. As result they have strong linkages and relationship with their communities. FBOs have an added advantage because of the involvement of religious groups. And because of their need for different kinds of resources, they mainly link with business and industry in terms of requesting for funding and donations. Birdsall (2005) indicates that FBOs rely heavily on donations as a main source of funding.

Like NPOs, MPCLCs exist and operate within a community context. One advantage of MPCLCs is that they also have a strong link with business because most are sponsored by local industry.

5.4.5 NPO's human resources: governance arrangements, institutional management, academic and support staff

NPOs are mainly managed by black women, who make up 73% of full time staff. This augers well for the NPO sector and South Africa in general as important source of future leaders.[66] Many NPOs employ part time workers, who make up 84%, and volunteers with 70%. Table 11 below provide a synopsis of employees in the NPO sector:

Table 5.11: Employees types in the NPO sector in South Africa

EMPLOYEE TYPE	PERCENTAGE BLACK
Total full-time	81
Total part-time	84
Volunteers	70
Management (full-time)	73
Professional/technical (full-time)	72
Support/Administration (full-time)	82

Adapted from Swilling M., 2002, The size and scope of the Non-profit sector in South Africa, Durban: Centre for Civil Society

The same trend can be seen when analysing the Education and research NGOs. In these organizations black women managers make up 85% of staff, women professional/technical staff makes up 86% and women administrators/support staff 93%.[67]

FBOs are generally small with less than 20 employees. For example Birdsall (2005) indicates that 50% of FBOs have less than 10 employees while 63% have less than 20 employees. However the limitation of Birdsall's research is that it does not breakdown the category of employees by rank and by nature of employment (that is whether the employees are fulltime, part time or volunteers).

5.4.6 Institutional funding arrangements; tuition and other related fees

The South African government contributes some funding to the NGOs, MPCLCs and CBOs. Other sources of funding are donations and private business through the corporate social

[66 and 59] Swilling M., 2002, The size and scope of the Non-profit sector in South Africa, Durban: Centre for Civil Society investment (CSI), where "...companies have found in CSI a useful tool to be perceived as socially responsible while also benefitting from it."[68]

The main source of funding for the FBOs is donations. However there are FBOs which receive funding from other sources such as government, private sector, international donors and in small instances even generate their own income.[69]

However Rapoo (2010) laments the fact that many NPOs are collapsing due to lack of funding. He points that:

"The pre-democratic era of funding plenty for many is well and truly over. The past two decades have witnessed a dramatic decline (sometimes between 40% and 50%) in funding mainly from foreign donor agencies."[70]

5.5 Supplementary Institutional Forms

Beside PALCs, FETs, HEIs and NPOs, there are other institutions or public agencies that cater for the training needs of youth and adults. These institutions were established by the South African government to support and supplement the already existing above-mentioned institutions by mainly providing funding and some instances additional programmes. For the purposes of this review we will discuss two such agencies; the Sector Education and Training Authorities (SETAs) and the National Youth Development Agency (NYDA).

5.5.1 Distinctiveness and uniqueness of supplementary institutional forms

According to the Skills Development Act (SDA) of 1998, a Sector Education and Training Authority (SETA) is established after determining the education and training needs of employers and employees in a national economic sector. One of the main functions of the SETAs is to develop and implement their own sector skills plans to address the education and training needs identified in the plan submitted by stakeholders within the economic sector represented by a specific SETA. SETAs were formally established in March 2000, with a total of 25 SETAs. The number was subsequently reduced to 23 after a public review of the role, functions, achievements and mandates of the SETAs after their first five years (2000-2005) of existence within the SETA system. (Grawitzky, 2007). They were further

[68] Sanchez D., 2011, *From South Africa with love exporting corporate social investment*, LWATI: SANGONET Newsletter, September 2011, www.sangonet.org.za, accessed 29/01/12
[69] Birdsall K., 2005, *Faith-based response to HIV/AIDS in South Africa*, Centre for AIDS Development, Research and Evaluation (CADRE), Braamfontein, p3
[70] Rapoo T., 2010, *Funding for research NGOs in South Africa looming larger than ever*, LWATI: SANGONET Newsletter, September 2011, www.sangonet.org.za, accessed 29/01/12

consolidated into 21 SETAs after yet another review as part of the preparation for the launch of the new strategy, the DHET.[71]

The Skills Development Act also makes provision for the development of the National Skills Development Strategy (NSDS). The NSDS was to provide a broad national overarching framework cutting across all the SETAs to assist them to develop sector skills plans (Grawitzky, 2007). This presupposes that the implementation of the NSDS is in line with sector specific needs. However, Grawitzky (2007), observed that this was not always the case because more often than not a SETA might meet its NSDS targets, without necessarily addressing its sectoral skills needs. And since it funds NSDS related projects from discretionary or unclaimed mandatory grants, it has to do a juggling act "…as different constituencies seek to ensure their own priority areas are met."[72]

Three instalments of the NSDS have been launched. The first called NSDS 1 covered the years 2000 to 2005 and was titled 'Skills for productive citizenship for all'. The NSDS 1 was launched in February 2001. It was based on five objectives with twelve success indicators and three equity targets (Grawitzky, 2007). See 5.12 below

Table 5.12: NSDS (April 2001-March 2005).

Objective	Success indicator
Developing a culture of high quality life-long learning	• By March 2005, 70 per cent of all workers have at least a level 1qualification on the NQF. • By March 2005, a minimum of 15 per cent of workers have embarked on a structured learning programme of which at least 50 per cent have completed their programme satisfactorily. • By March 2005, an average of 20 enterprises per sector (small, medium and large) and at least 5 national government departments, to be committed to, or have achieved, an agreed national standard for enterprise-based people development
Fostering skills development in the formal economy for productivity and employment growth	• By March 2005, 75 per cent of enterprises with more than 150 workers are receiving skills development grants and the contributions towards productivity and employer and employee benefits measured. • By March 2005, at least 40 per cent of enterprises employing between 50 and 150 workers are receiving skills development grants and the contribution towards productivity and employers

[71] Nzimande B., (2011), *The proposed new SETA landscape and the NSDS III*, DHET media statement, 29 April 2010

[72] Grawitzky R., (2007). *SETAs – A Vehicle for the Skills Revolution*. Development policy Research Unit: Cape Town, p10

	and employee benefits are measured. • By March 2005, learnerships are available to workers in every sector. • By March 2005, all government departments assess and report on budgeted expenditure for skills development relevant to public service, sector and departmental priorities.
Stimulating and supporting skills development in small businesses	• By March 2005, at least 20 per cent of new and existing small registered businesses to be supported in skills development initiatives and the impact of such support to be measured.
Promoting skills development for employability and sustainable livelihoods through social development initiatives	• By March 2003, 100 per cent of the national skills fund apportionment to social development is spent on viable development projects • By March 2005, the impact of the National Skills Fund is measured by project type and duration, including details of placement rates, which shall be at least 70 per cent .
Assisting new entrants into employment	• By March 2005, a minimum of 80 000 people under the age of 30 have entered learnerships. • By March 2005, a minimum of 50 per cent of those who have completed learnerships are, within six months of completion employed (self-employed or have job), in full-time study or further training or are in a social development programme.

Source: (Grawitzky, 2007: p13)

The second instalment called NSDS 2, covering years 2005 to 2010, had five objectives and fifteen success indicators. NSDS 2 was designed to address key weaknesses of NSDS 1 and in this regard there was a notable shift from purely achieving number targets without measuring the impact of the interventions (Grawitzky, 2007).

The NSDS 2 encouraged a direct relationship between the SETAs and public FET Colleges. Success indicator 5.1 proposes that the each SETA should recognise and support at least 5 Institutes of Sectoral or Occupational Excellence (ISOE) within public or private institutions, through the ISOE grant meant to cover educator skills development and curricula development amongst other infrastructural upgrades. Some of the ISOEs could include the FET Colleges (Grawitzky, 2007).

Table 5.13: NSDS (April 2005-March 2010)

Objective	Success indicator
Prioritising and communicating critical skills for sustainable growth, development and equity	• Skills Development supports national and sectoral growth, development and equity priorities • Information on critical skills is widely available to learners. Impact of information dissemination researched, measured and communicated in terms of rising entry, completion and placement of learners.
Promoting and accelerating quality training for all in the workplace	•By March 2010 at least 80% of large firms and at least 60% of medium firms' employment equity targets are supported by skills development. Impact on overall equity profile assessed. • By March 2010 skills development in at least 40% of small levy paying firms supported and the impact of the support measured. • By March 2010 at least 80% of government departments spend at least one per cent of personnel budget on training and impact of training on service delivery measured and reported • By March 2010, at least 500 enterprises achieve a national standard of good practice in skills development approved by the Minister of labour • Annually increasing number of small BEE firms and BEE co-operatives supported by skills development. Progress measured through an annual survey of BEE firms and BEE co-operatives within the sector from the second year onwards. Impact of support measured. • From April 2005 to March 2010 there are an annually increasing number of people who benefit from incentivised training for employment or reemployment in new investments and expansion initiatives. Training equity targets achieved. Of number trained 100% to be South African Citizens.
Promoting employability and sustainable livelihoods through skills development	• By March 2010 at least 450000 unemployed people are trained. This training should incrementally be quality assured and by March 2010 no less than 25% of the people trained undergo accredited training. Of those trained at least 70% should be placed in employment, self employment or social development programmes (including EPWP), or should be engaged in further studies. Placement categories each to be defined, measured, reported and sustainably assessed. • By March 2010 at least 2000 non-levy paying enterprises, NGOs, CBOs and community-based co-operatives supported by skills development. Impact of support on sustainability measured with a targeted 75% success rate. • By March 2010 at least 100 000 unemployed people have participated in AET level programmes of which at least 70% have achieved level four.
Assisting designated groups, including new	• By March 2010 at least 125 000 unemployed people assisted to enter and at least 50% successfully complete programmes,

entrants to participate in accredited work-integrated learning and work-based programmes to acquire critical skills to enter the labour market and self employment	including learnerships and apprenticeships, leading to basic entry, intermediate and high level scarce skills. Impact of assistance measured. • 100% of learners in critical skills programmes covered by sector agreements from Further Education and Training (FET) and Higher Education and Training (HET) institutions assisted to gain work experience locally or abroad of whom at least 70% find placement in employment or self employment. • By March 2010 at least 10.000 young people trained and mentored to form sustainable new ventures and at least 70% of new ventures in operation 12 months after completion of programme.
Improving the quality and relevance of provision	• By March 2010 each SETA recognises and supports at least five institutions of Sectoral or Occupational Excellence (ISOE) within public or private institutions and through Public Private Partnerships (PPPs) where appropriate, spread as widely as possible geographically for the development of people to attain identified critical occupational skills, whose excellence is measured in the number of learners successfully placed in the sector and employer satisfaction ratings of their training. • By March 2010, each province has at least two provider institutions accredited to manage the delivery of the new venture creation qualification. Seventy per cent of the new ventures still operating after twelve months will be used as measure of the institutions' success. • By March 2010, there is an NSA constituency based assessment of an improvement in stakeholder capacity and commitment to the NSDS.

The third NSDS instalment, whose vision is '*A skilled and capable workforce that shares in, and contributes to, the benefits and opportunities of economic expansion and an inclusive growth path*', draws on the lessons learned from NSDS I and II[73]. As a result the strategy moved away from emphasis on quantities target only, and instead "...places great emphasis on relevance, quality and sustainability of skills training programmes to ensure they have a positive impact on poverty reduction and inequality."[74]

There is only one target of the production and placement into employment of 10 000 artisans a year. The rest of the strategy is organized into 9 goals with 17 outcomes. The plan is to achieve these goals and outcomes through measurable 41 outputs. Table 5.14 summaries the NSDS III;

[73] Nzimande B., 2011, *New National Skills Development Strategy III*, DHET media statement, 13 January 2011
[74] Freeman J., 2011, *NSDS 3 is now on the table,* http//www.skillsportal.co.za, 13 January 2011

Table 5.14: NSDS (April 2011-March 2016)

Goal	Outcome	Outputs
1. Establishing a credible institutional mechanism for skills planning	National need in relation to skills development is researched, documented and communicated to enable effective planning across all economic sectors	**Output 1**: Capacity established within the Department of Higher Education and Training to coordinate research and skills planning. **Output 2**: Sector skills plans are professionally researched, provide a sound analysis of the sector and articulate an agreed sector strategy to address skills needs. **Output 3**: Sector and nationally commissioned research and data is analysed, validated and captured in an integrated database that is accessible to stakeholders.
2. Increasing access to occupationally-directed programmes	Mid-level skills needs are identified and addressed in all sectors	**Output 1**: SETAs research and identify mid-level skills needs in their sectors and put in place strategies to address them, particularly through use of public FET colleges and universities of technology working in partnership with employers providing work-place based training. **Output 2**: Projects are established to address mid-level skills in each sector.
	10 000 artisans a year qualify with relevant skills and find employment	**Output 1**: SETAs establish projects and partnerships to enable the relevant number of artisans for their sector get trained, qualify and become work-ready. **Output 2**: The national Artisan Development Project is planned, managed and reported on, with interventions made where blockages occur.
	High-level national scarce skills needs are addressed by work-ready graduates from higher education institutions	**Output 1**: Sector skills plans identify supply challenges in relation to high-level scarce skills gaps and set out strategies for addressing them. **Output 2**: Agreements are entered into between SETAs, university faculties and other stakeholders on appropriate interventions to support improved entry to priority programmes, increased work experience and experiential learning for students and access to post-graduate work.
	Relevant research and development and innovation capacity is developed and innovative research projects established	**Output 1**: Sector skills plans identify the focal areas for research, innovation and development. **Output 2**: Agreements are entered into between SETAs, university faculties and other stakeholders on flagship research projects linked to sector development in a knowledge economy. **Output 3**: Programmes are put in place that focus on the skills needed to produce research that will be relevant and have an impact on the achievement of economic and skills development goals.

3. Promoting growth of a public FET college system that is responsive to sector, local, regional and national skills needs and priorities	The National Certificate (Vocational) and N-courses are recognised by employers as important base qualifications through which young people can obtain marketable vocational skills and work experience	**Output1**: The NCV is reviewed with inputs from stakeholders and the curriculum is revised to ensure that it provides a sound foundational basis for building relevant labour market skills. **Output 2**: Programmes offered to meet industry needs, including those supporting apprenticeships and N-courses, are reviewed, updated and are made available and accessed by employers.
	Partnerships between DHET, SETAs, employers, private providers and public FET colleges result in increased capacity to meet industry needs throughout the country	**Output 1:** The capacity of FET colleges to provide quality vocational training is reviewed. Each college has a strategic plan in place to build capacity and engage in skills development programmes, including those offered in partnership with employers. **Output 2**: SETAs identify FET colleges with relevant programmes and put in place partnerships to offer vocational courses and work experience for learners.
	The academic staff at colleges is able to offer relevant education and training of the required quality	**Output 1:** The capacity of college educators to deliver programmes is reviewed. Skills development programmes, including work placement opportunities, are devised to meet the needs of college educators.
4. Addressing low levels of language and numeracy skills to provide access to additional training	A national strategy is in place to provide all young people leaving school with an opportunity to engage in training or work experience, and improve their employability	**Output 1**: DHET leads a participative process to develop a strategy supported by all stakeholders. **Output 2**: A national database is created to track training and work opportunities. **Output 3**: DHET partners with stakeholders to establish appropriate training and work-experience projects.
5. Encouraging better use of workplace-based skills development	Training employed workers addresses critical skills, improving productivity, economic growth and the ability of the workforce to respond to changes	**Output1:** Seta stakeholders agree on the provision of substantive programmes for employed workers and report on the impact of training. **Output 2:** Projects are put in place to address sector-specific skills gaps. **Output 3**: Cross-sectoral projects are established to support local economic development.

	in the labour market	
6. Support for small enterprises, non-profit organisations, co-operatives and worker-led training initiatives	Co-operatives supported with skills development and training in order to contribute more to economic and employment growth	**Output 1**: SETAs identify established and emergent co-operatives in their skills planning research. **Output 2**: Sector projects are established by stakeholders and supported by the NSF. **Output 3**: A national database of co-operatives supported by skills development programmes is developed and the impact of training is monitored.
	Partnership projects to provide training and development support to small businesses are established in all sectors and their impact reported on.	**Output 1**: SETAs, through their skills planning research, identify the skills needs of small and emerging businesses in their sector and promote relevant programmes. **Output 2**: Sector projects are developed, piloted by SETAs and expanded through partnership funding. **Output 3**: A national database of small businesses supported by skills development programmes is developed and the impact of training is monitored.
	Worker, NGO and community-based education programmes are supported and their impact measured and reported on	**Output 1**: SETAs engage with trade unions, NGOs and community-based organisations in their sector to identify skills needs and possible strategies. **Output 2**: SETAs establish pilot projects. **Output 3**: Stakeholders expand successful projects with support of the NSF.
7. Increasing public sector capacity for improved service delivery and supporting the building of a developmental state	A thorough analysis and reflection is conducted on provision of education and training within the public sector and the contribution of the various role-players	**Output 1**: SETAs with responsibility for public sector training conduct analysis and reflection on achievements and challenges. **Output 2**: DHET leads a discussion on factors affecting provision and publishes proposals on improving the institutional framework for public sector education and training.
	Education and training plans for the public sector are revised and programmes are implemented to build capacity	**Output 1**: Sector skills plans set out the capacity needs of relevant departments and entities. **Output 2**: Plans are agreed between the relevant department / entity and the SETAs, including funding.
8. Building career and vocational guidance	Career paths are mapped to qualifications in all sectors and sub-sectors, and communicated effectively	**Output 1**: Career guides are developed with labour market information from SETAs. **Output 2**: Sector stakeholders are engaged and programmes are adjusted to meet the skills and qualification needs for promoting comprehensive career-development

9. Encouraging and supporting worker-led, NGO- and community training initiatives	Worker, NGO and community-based education programmes are supported and their impact monitored	**Output 1**: SETAs engage with trade unions, NGOs and community-based organisations in their sector and identify skills needs and strategies. **Output 2**: SETAs establish pilot projects. **Output 3**: Stakeholders expand successful projects with support of the NSF.

National Youth Development Agency is an institution established in terms of the National Youth Development Agency Act 54 of 2008. This was after the The National Youth Commission led a rigorous public consultation process with youth organisations, national, provincial and local government structures, religious formations, research institutions, the labour movement and civil society, including the private sector, which culminated in the National Youth Convention of 2006. The convention undertook a resolution, which stated that a unitary organisation should be established, tasked to improve the coordination of youth development programmes and other youth-related interventions. Consistent with the resolution of the convention, the Umsobomvu Youth Fund and the National Youth Commission were collapsed to establish the National Youth Development Agency[75].

The NYDA's mandate is to advance youth development through guidance and support to initiatives across sectors of society and spheres of government, embark on initiatives that seek to advance the economic development of young people and develop and coordinate the implementation of the Integrated Youth Development Plan and Strategy for South Africa. This Agency's primary role is youth development and ensuring that the youth are integrated into the economic sector so that they might have sustainable employment. The agency has physical presence in all the 9 provinces in South Africa.

5.5.2 Access and the number of out-of-school youth and adults catered by provisioning

The SETAs cater for both youth and adults. According to Blom (2011) the exact data of the number of learners enrolled through the SETAs is difficult to find and analyse. From the few SETAs she sampled, Blom (2011) estimates that over 100 000 learners were enrolled through the SETAs[76]. This figure is not split into youth and adults, but according to the *South African Report National Report on the Development and State of the Art of Adult Learning and education (revised) (*2008) a total of 81 282 adult leaners enrolled on the AET programmes in 2005/06 financial year, while only 12 748 completed in 2006/07.[77]

[75] NYDA Annual Report, 2010/2011, http://www.nyda.gov.za/:nyda-2010-2011-annual-report, accessed 10/02/12

[76] BLom R., 2011, *The size and shape of private, post-school education and training provision in South Africa*, Centre for Education Policy Development (CEPD)

[77] South African Report National Report on the Development and State of the Art of Adult Learning and education (revised), June 2008, p43

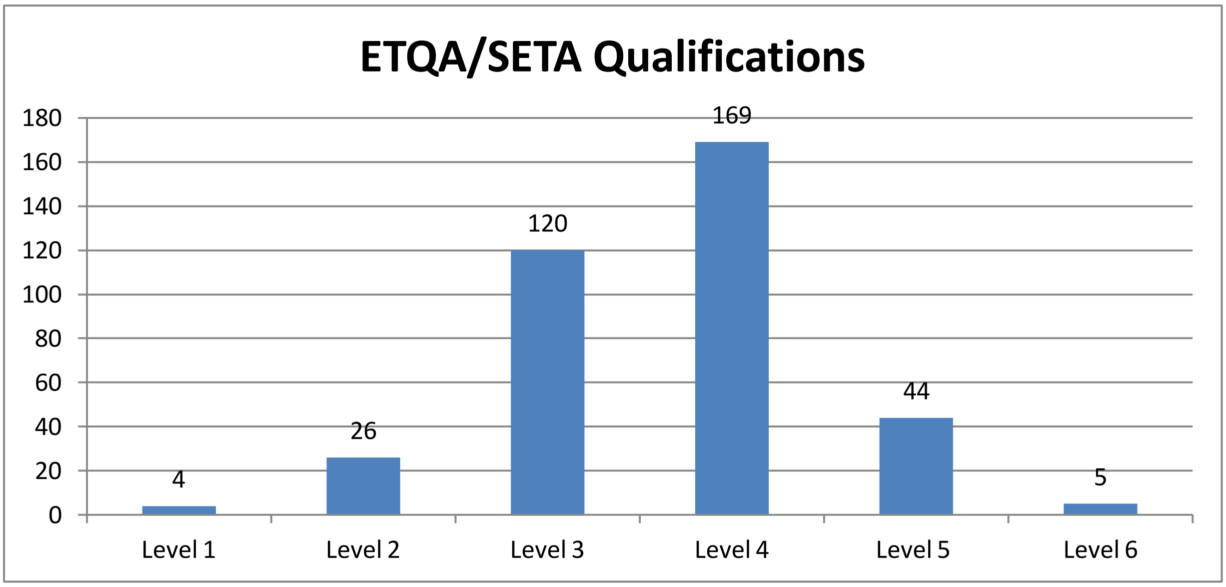
There is anecdotal evidence that SETAs are not visible and therefore inaccessible. In agreement, Vass (2009) states that there is a strong general public perception that SETAs are not visible and therefore failed to live up to the government's expectation of skilling learners for the economy.

According to its 2010/11 annual report, the NYDA reaches a number of young people through the implementation of various initiatives. In terms of education and training it enrolled over 30 000 youth on various skills development programmes and provided an estimated 400 000 young people with career guidance information.[78]

5.5.3 Qualifications and learning programmes offered and their uptake; modes of delivery; quality assurance and their articulations with other educational institutions

SETAs offer a variety of learning programmes such as learnerships, skills programmes, internships and apprenticeships. Learnerships and skills programmes are based on registered unit standards on National Qualification Framework (NQF) from NQF Level 1 to 6. A learnership is a mode of delivery to full unit standard based qualification. Figure 5.2 below is example of a number of qualifications offered by the SETAs but quality assured by Umalusi.

Figure 5.2: ETQA/SETA qualifications



Adapted from BLom (2011) The size and shape of private, post-school education and training provision in South Africa, Centre for Education Policy Development (CEPD)

Blom (2011) points out that there are also a number of occupational qualifications per economic sector which are offered mainly by private FETs, on behalf of the SETAs, and

[78] NYDA Annual Report, 2010/2011. Available [Online] at: http/www.nyda.org.za. (Accessed on 12 February 2012)

quality assured by the SETAs themselves, through their education and training quality assurers (ETQAs). She also states that "...the larger proportion of student enrolments is in occupational qualifications."[79]

Two criticisms have been levelled against the SETAs in this area. One is that the SETAs rely heavily on private education providers, most of which have been criticized for poor quality of provisioning and charging exorbitant fees for their programmes. The poor quality of provisioning reflects negatively on the SETAs because these service providers are accredited and quality assured by them. The *Green Paper for Post-School Education and Training* (2012) argues that "...there is no clear evidence that SETAs have improved the quality of learning that is taking place in the various sectors."[80]

The second criticism is the SETA qualifications poorly articulates with other qualifications offered by FETs and HEIs. But most importantly in most instances, these qualifications are not recognized by employers since they don't meet the requirements of the workplace, even though most are called occupational qualifications.

Besides learnerships, skills programmes, internships and apprenticeships, the SETAs also award bursaries to deserving students interested in pursuing programmes addressing scarce and critical need areas. The bursaries are offered mainly for programmes offered at HEIs, but there are instances where FET students are also funded. Each SETA determines its own funding model on the value of the bursary for each programme. For an example the ETDP SETA pays up to R20 000 for an undergraduate programme and up to R30 000 for a post graduate programme per student per annum.[81]

The NYDA annual report for 2010/11 states that the NYDA implements a number of programmes to meet the education and skills development requirements of youth. These included entrepreneurship and business management skills; job preparedness; technical skills training; experiential programmes; YouthBuild programme; career guidance programmes for in-school and out-of-school youth; and the Second Chance Matric re-write programme that seeks to provide the option for young people who failed Matric to re-write the Grade 12 exams[82].

[79] BLom R., 2011, *The size and shape of private, post-school education and training provision in South Africa*, Centre for Education Policy Development (CEPD)
[80] Green Paper for Post-School Education and Training, 2012, p62
[81] ETDP SETA Annual Report, 2009/2010. Available [Online] at: http/www.etdpseta.org.za. (Accessed on 12 February 2012)
[82] NYDA Annual Report, 2010/2011, http://www.nyda.gov.za/:nyda-annual-report, accessed 10 February 2012

5.5.4 Relationship with and service to communities, business and industry (including graduate placement programmes)

SETAs have often being criticized for being inaccessible to communities and detached from industry and business. The *Green Paper for Post-School Education and Training* (2012) states that the SETAs have very weak links with the labour market to enable learners to access further opportunities for apprenticeships, learnerships, workplace experience and training. This link will also strengthen to match the supply of and demand for skills in the labour market.

While this is generally true, there were and are still instances where SETAs have created strong links with business and industry for internship and workplace experience placements. NSDS II and III place a special emphasis on graduate placement by forcing SETAs to set annual targets for internship and workplace experience placements. There is anecdotal evidence that these two programmes have been the most effective and successful of all the SETAs' learning programmes.

Furthermore the nature of the SETAs' existence hinges upon levies from economic sectoral employers, who in turn receive mandatory grants and in some instances discretionary grants from the SETAs for skills development interventions. Therefore the links with business and industry are mandatory for SETAs, however as the *Green Paper for Post-School Education and Training* (2012) suggests that, this links needs to be initiated, strengthened and documented by all SETAs.

With its strong physical presence at the local level of the 9 provinces, the NYDA has close links with the communities it serves. This is through its local youth advisory centres in almost every local municipality. Its November 2009 newsletter indicates that it has 14 youth advisory centres, one in each province except for Guateng and E. Cape with two each and Mpumalanga with three centres and 100 youth advisory centre points across the country. The youth advisory centre points are mainly located in the public FET colleges and local municipal offices.[83]

The NYDA also has strong links with business and industry. According to its 2010/11 annual report most of its programmes are geared towards youth economic participation. Its programmes include job creation programmes; youth entrepreneurship support programme; business support voucher programme; youth business mentorship support; registration of new youth owned companies and financial support for youth entrepreneurs. All this programmes are implemented in partnership with business, industry and employers.

[83] NYDA Newsletter, 2009, volume 1 issue 1, November 2009, Available [Online] at: http/www.nyda.org.za. (Accessed on 12 February 2012)

5.5.5 human resources: governance arrangements, institutional management, academic and support staff

Chapter 3 of the Skills Development Act 97 of 1998 make provision for the development of SETA constitution, which must establish the governance and executive management of a SETA. For it to be implemented the Seta constitution has to be approved by the minister. As result SETAs are governed by the boards and executive committees. Due to the persistent negative perception about SETAs' performance the minister of higher education and training, Dr Blade Nzimande, intervened by:

- Developing a standardised constitution for all SETAs
- Appointing an independent chairperson and two additional independent members to board of SETAs[84]

Initially this governance arrangement caused some ructions within the Seta landscape, culminating in one of the SETAs taking the minister to court. [85]The matter was amicably resolved with all the SETAs accepting the new governing arrangements proposed by the minister.[86]

Like the SETAs and as a state entity, the NYDA Act of 2008 made provision for the establishment of the board to govern the agency. According its 2010/11 annual report the NYDA board is composed of 7 members appointed by the government and an executive committee, led by the CEO, of 14 members who run the day to day affairs of the agency. There are between 10 to 12 staff members located in each NYDA provincial office. Since NYDA implements skills programmes and learnership for various government agencies, each provincial office is staffed with between two to three project managers.

5.5.6 Institutional funding arrangements; tuition and other related fees

To be able to implement their own sector skills plans to address the education and training needs identified in the sector skills plans (SSPs), the SETAs are empowered by the Skills Development Levy Act (SDLA) of 1999.The SDLA was promulgated by government in order for the SETAs to collect levies from sectoral employers. The SDLA compelled each sectoral employer to pay one per cent of its payroll to its relevant SETA towards education and training. However the SDLA did not provide guidelines on the management and disbursement of levies and grants. This is covered "…in separate subsequent regulations." (Grawitzky, 2007: 7).

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[84] Green Paper for Post-School Education and Training, 2012, p67

[85]Hammond L, 2011, *Services Seta battle ends with a truce,* Available [online] at: www.skillsportal.co.za, accessed 01 February 2011

[86] Hammond L, 2011, *Seta forum lines up behind Nzimande,* Available [online] at: www.skillsportal.co.za, accessed 10 February 2011

Each SETA is also responsible for the collection and disbursement of mandatory and discretionary grants. Fifty per cent of the one per cent, called mandatory grant, can be claimed back by the employer if it submits a workplace skills plan (WSP) and annual training report (ATR) to the relevant SETA by the 30 June of each year. Part of the other fifty per cent, called discretionary grant, is used by the SETA to implement the sector skills plan (Grawitzky, 2007).

According to Grawitzky (2007) the intention of the grant disbursement system was to allow the employers the flexibility to identify their training needs and drive their own training and development programmes specifically related to the needs of staff within their organisation. The system also intended to incentivise those employers that are using the grants for training. However, Grawitzky (2007) noted that government departments were exempted from paying the one per cent levy. Despite this, government departments are expected to budget one percent of their personnel budget for training and may contribute towards the administration costs of their relevant SETA.

Unlike the SETAs the NYDA is wholly funded by government to implement its programmes, but like the SETAs' average income, the NYDA's annual budget is in the region of R200M to R300M[87] and has managed its own internally funded project for over 5 years. The agency has also managed projects that have been funded externally by the government departments such as the Expanded Public Works Programmes. NYDA offices are fully equipped and linked to a national server. Overall, NYDA has managed projects that have been valued over R100 million.

6. Recommendations

The South African literature reviewed in this report provides the diverse education and training institutional options available for youth and adults, without promoting a single community education and training centre (CETC) model, as contemplated in the *Green Paper for Post-School Education and Training* (2012). However the literature offers possible models that might need further conceptualization and research to refine them. These possible models are provided here as recommendations to the DHET constituted Community Education and Training Centres Task Team:

The Public Adult Learning Centre Model

Though there are a number of challenges highlighted and discussed in this review, there are valuable lessons learnt from some of the centres that have the infrastructure and resources. One such lesson is the use of disused schools and stand alone government facilities and turning them into multipurpose adult education and training centres operating throughout

[87] NYDA Annual Report, 2010/2011, http://www.nyda.gov.za/:nyda-annual-report, accessed 10 February 2012

the day. And with visionary leadership these mega centres establish small satellite centres within a 10km radius to minimise travelling by the learners.

The implementation of this model is particularly evident in Gauteng, Kwazulu Natal and Western Cape, where they are called community learning centres (CLCs). Some of these centres are established and managed by communities and registered with the department of education for funding and various kinds of support.

There are a number of advantages of this model. Firstly it is cheaper because of the use of existing infrastructure; disused schools and unused municipal facilities. Secondly it will give the community education and training centres an identity like the schools with distinct branding and signage. Thirdly it will anchor adult education and training within communities and give meaning to the concept of lifelong learning. Lastly it will increase the capacity of centres for easy access by the learners and the community at large.

The public FET Colleges Model

The housing of Community Education and Training Centres (CETC) in the public FET Colleges is another viable option. This is because of their accessibility to all communities, especially rural communities. Most of them have an already existing infrastructure and in some cases facilities that can be utilised by the CETCs. Furthermore there is also a natural synergy that already exists between FET College and adult education programmes in that they fall within level 1 and 4 of the NQF, which are quality assured by one quality assuring body, Umalusi. Therefore, in theory, it should not be difficult for FET Colleges to extent their programmes to include AET and the proposed NASCA programmes. This is one of the options proposed by the *Green Paper for Post-School Education and Training* (2012).

However, for this model to work the FET Colleges should be capacitated in terms of human resources; some in terms of facilities and infrastructure and funding. This will enable the colleges to increase their capacity to exceed the current theoretical capacity of 400 000 learners.

The Community College Model

This model incorporates parts of FET College and Community Learning Centre models. The community colleges are post school structures that seek to breach the gap between school and university, by offering programmes that lead either to employment, self employment or further study through a university or university of technology. They will offer adult education, academic and vocational programmes to enable learners to make a choice based on need and interest. Like FET Colleges the community colleges should have a great community reach and strong links with higher education institutions, business and industry. The current FET Colleges can be converted into Community Colleges after incorporating Community Learning Centres and PALCs.

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