



higher education
& training

Department:
Higher Education and Training
REPUBLIC OF SOUTH AFRICA

NATIONAL PLAN FOR POST SCHOOL EDUCATION AND TRAINING: COMMUNITY EDUCATION AND TRAINING SECTOR TECHNICAL REPORT

Table of Contents

List of Figures	3
List of Tables	3
Acronyms and Abbreviations.....	4
Chapter 1: Overview and background	6
1.1 Task team terms of reference	6
1.2 Task team members	7
1.3 Methodology	7
1.4 Outline of the technical report	8
Chapter 2: The need for community education and training.....	11
2.1 Introduction.....	11
2.2 Context: the education state of the nation.....	11
2.3 Second chance learners	Error! Bookmark not defined.
2.4 Continuing Education	16
2.5 Reskilling.....	19
2.6 Developing skills for sustainable livelihoods including entrepreneurship	19
2.7 Community based needs.....	20
2.8 Why a strong CET sector is required	20
2.9 Vision	24
Chapter 3: The Development of the Community Education and Training Sector	27
3.1 Introduction.....	27
3.2 Developing Institutions	28
Policy and Legislation.....	28
Historical overview of the provision of education and training to adults and youth	28
Building the new community colleges: Shape and size	32

List of Figures

Figure 1: Dropout rates in basic education 2007 - 2012	15
Figure 2: Educational qualifications of employed youth	18
Figure 3: Educational attainment of employed youths and adults	19
Figure 4: Core aspects in developing the CET sector	27
Figure 5: Possible shape of community colleges in a district	35
Figure 6: Comparing spread and size of districts in two provinces	37

List of Tables

Table 1: CET Task Team Members	7
Table 2: CET Stakeholder Consultation.....	8
Table 3: Structure of technical report.....	8
Table 4: Educational levels of adults 20 years and older, 2015	11
Table 5: Population 15 - 34 years old with lower than Grade 7 who were unable to perform some literacy tasks.....	12
Table 6: Characterisation of NEETs from 2011 census data	13
Table 7: Full-time matric candidates who enrolled, write, and failed matric 2010 - 2015	15
Table 8: Part-time matric candidates who enrolled and wrote the exam 2011 - 2015	16
Table 9: Modalities of partnerships in institutional building.....	32
Table 10: Population and Unemployment statistics for districts using 2011 Census data	36

Acronyms and Abbreviations

AETCs	Adult Education and Training Centres
CDW	Community Development Workers
CET	Community Education and Training
CETC MTT	Community Education and Training Ministerial Task Team
CIE	Catholic Institute for Education
CLC	Community Learning Centre
DBE	Department of Basic Education
DHET	Department of Higher Education and Training
DTI	Department of Trade and Industry
FBOs	Faith based Organisations
FET	Further Education and Training
HE	Higher Education
HRDC	Human Resource Development Council
ICT	Information and Communication Technology
NDP	National Development Plan
NEETs	Not in Education, Employment, and Training
NPOs	Non-profit Organisations
NP-PSET	National Plan for Post School Education and Training
NSC	National Senior Certificate
NSDS	National Skills Development Strategy
PALCS	Public Adult Learning Centres
PQM	Programme Qualification Mix
PSET	Post School Education and Training
SDFW	Social Development Funding Window
SDP	Skills Development Providers

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

Chapter 1: Overview and background

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

While recognising the work being done within the Department of Higher Education and Training's (DHET) Community Education and Training (CET) branch to steer the old Public Adult Learning Centres (PALCs) into fully fledged community colleges, and develop other new community colleges, the task of reflecting on and making proposals for the development and growth of community colleges was entrusted to a small task team (TT). This technical report, which forms the conceptual work to inform proposals about CET that are made in the National Plan for Post School Education and Training (NP-PSET) is the result of the TT's inputs.

1.1 Task team terms of reference

The CET TT began its work in January 2016, with an anticipated 18 month period to produce proposals for CET for the NP-PSET. The Terms of Reference for the TT were to:

1. Map the relevant focus areas of work for the TT including
 - Understanding policy commitments including macro parameters for the CET sector
 - Establishing policy development work needed for White Paper PSET implementation.
2. Provide input on the suggested framework for the NP-PSET development.
3. Develop a plan of work based on the identified focus areas.
4. Conduct research and write chapters on specific areas of work identified in the work plan, or discuss the veracity of proposals made by external experts researching and writing on any aspect of the workplan.
5. Develop a close out report outlining the main work completed and the key plan elements for the relevant focus areas.

1.2 Task team members

The CET TT was very small and comprised experts in CET from different institutions as well as the NP-PSET Coordination Team.

Table 1: CET Task Team Members

Name	Institutional affiliation
Professor Peliwe Lolwana (Chair)	REAL Centre, Wits
Ms Yvonne dos Santos	CIE Thabiso Skills Institute, Programme and Training Manager
Mr Mokaba Mokgatle	DHET Gauteng/FS- Acting Regional manager TVET/CET
Professor John Aitchison	Retired UKZN
Mr Tembile Kulati	Independent
Mr David Diale	D: CET
Ms Thandeka Masondo	D: CET
Professor Stephanie Allais	Minister's advisor
Dr Monica Mawoyo	D: NPPSET Coordination Unit
Ms Thandi Lewin	CD: NPPSET Coordination Unit
Mr Eddie Majadibodu	Minister's Advisor
Dr Bheki Mahlobo	DDG: CET branch

1.3 Methodology

The decisions and proposals on the development of the CET sector were derived from four main processes:

1. Task team meetings – The CET TT had monthly meetings to discuss, debate, and make proposals on key system aspects that had been agreed in a workplan that would guide the TT's work. In some of the meetings, concept papers that had been prepared by TT members were presented for discussion and interrogated and proposals were refined and sharpened.
2. Task Team Oversight Group (TTOG)– The proposals made at the TT meetings were presented to the TTOG, comprising of the three chairs of the sectoral Task Teams (CET, Technical Vocational Education and Training (TVET) and Higher Education (HE)), as well as the representatives of all branches who sit on the various Task Teams. The TTOG would consider these proposals and approve or highlight challenges that the CET TT had to give further thought to for the proposals to hold. If proposals were too contentious for the TTOG to make a call, these were escalated to the Steering Committee.
3. Commissioned research – some specific pieces of work agreed in the workplan were outsourced to enable quick turnaround times for different work areas to feed into

the plan. The commissioned research, undertaken mostly by members of the TT comprised mainly desktop research, and some limited fieldwork where necessary, and culminated into proposals for the sector.

4. Stakeholder engagement – Relevant stakeholders were engaged during the process of development of proposals for the development and strengthening of the CET sector. Stakeholder consultations were regarded as broadly encompassing different types and levels of engagement including meetings organised by other groups where the NP-PSET Coordination Unit was invited to present, and meetings and workshops arranged by the Coordination Unit specifically for presenting proposals about the plan and getting feedback from stakeholders. The following table highlights the stakeholders who were consulted:

Table 2: CET Stakeholder Consultation

Event	Stakeholders Attending	Date
CET Curriculum and Institutional Planning Workshop	Community College Principals and CET/TVET regional managers	22 June 2016
National Community College Forum Workshop	Community College Principals and CET/TVET regional managers, Government officials from the Presidency, DAFF, DTI	5 October 2016

1.4 Outline of the technical report

The structure of the technical report is summarised in the table below:

Table 3: Structure of technical report

Chapter and Heading	Content in the chapter
2. Vision, Context and Rationale	This chapter sets out the context to provide the rationale for community colleges. The contextual section explores the education state of the nation to highlight the potential people community colleges ought to be serving. The discussion of the educational needs of citizens that are not being met at other post school institutions will lay a solid foundation for articulating the rationale and vision for community colleges.
3. Developing the sector	This chapter is the key chapter on the development of the sector and comprises many sections:

Chapter and Heading	Content in the chapter
	• Developing institutions: this section presents proposals on the shape and size of the sector including the number of community colleges and how they will be structured and developed. • Developing programmes: This section makes proposals on the types of qualifications and programmes for community colleges. It also makes proposals on how programme qualification mix (PQMs) will be determined and how the process will be implemented. • Partnerships and coordination: This section draws on work that is already being done in the CET branch and in colleges, to elaborate the frameworks, principles and systems necessary to ensure workable partnerships for establishment of community colleges and programme delivery. • Developing lecturers: This section outlines the staffing frameworks and systems, and the nature of staffing necessary for the new system, and how the system will work towards achieving a professional lecturer corps. • ICT infrastructure: This section elaborates on the requirements for ICT infrastructure to support programme delivery in the community college sector. This links to the modes of learning proposed and the types of learning resources necessary, including the use of open learning resources. • Student and community support initiatives: This section elaborates on the core support and services necessary to support the adequate development of programme delivery, administration, and an effective education and training system. Issues of disability and special needs; academic support; career guidance; child-care and other services are raised in this section and proposals are made on how to deal with these.
4. Funding	This chapter will elaborate on the necessary funding for the sector, outlining the rationale for special grants necessary to establish the system (and run the pilots). The chapter also sets out the frameworks and principles for funding the system, and outline the necessary funding model and mechanisms. Roles and responsibilities for supporting the funding framework will be elaborated.
5. Governance, management and leadership	This chapter discusses and presents the governance structures necessary for community colleges and what their relationship is to the DHET, to communities, to local government etc. The necessary management structures and how institutional management will work will also be discussed.
6. Planning, monitoring and evaluation	Performance indicators for the agreed parameters as well as an M&E framework are presented in this chapter.

Chapter and Heading	Content in the chapter
7. Structure and functioning of DHET	The chapter proposes the staffing requirements for the CET Branch to be able to effectively support the established community colleges.
8. Policy and legislative implications	This chapter highlights the legislative changes that are required for the new community colleges.

Chapter 2: The need for community education and training

2.1 Introduction

The purpose of this chapter is to provide the foundation for the proposals on the development and strengthening of the CET sector as part of the PSET system. It starts off by setting out the context of the need for community colleges by highlighting the current education state of the nation for people who cannot access education and training in the other two post school institutions – universities and TVET colleges because of various reasons including the limited number of places at in other PSET sectors, the lack of diversity of provision for students who could not go to college or university, and the limited opportunities available in the PSET system for students who did not do well in school or left school without completing a matric. The section will reflect on the consequences of these educational levels on employment prospects and quality of life. This contextual information forms a solid foundation for articulating the rationale for community colleges. The chapter will conclude by specifying the vision for CET as well as principles that will inform the development of the sector.

2.2 Context: the education state of the nation

According to the WP-PSET (DHET, 2013a), community colleges that shall be established will cater for a diverse range of needs from the economy and communities. Community colleges should provide the following educational opportunities:

- Completion of school for second chance learners who did not complete schooling
- Continuing education for those who want to acquire labour market skills or further their education post literacy
- Reskilling for those who want to pursue another area of work
- Developing skills for sustainable livelihoods including entrepreneurship
- Community based needs for example community health care, parenting and childcare, early childhood development, caring for the aged, home based care for HIV/AIDS, and skills for self –employment

These categories are useful for informing the analysis of who the potential students for community education and training (CET) are. The analysis will also include enrolment data for students in public Adult Education and Training Centres (AETCs) as they constitute the current cohort of students enrolled in the nine community colleges that have been set up.

The StatsSA General Household Survey of 2015 (StatsSA, 2016a) specifies that the education levels of **27.397 million** of the 33.841 million people aged 20 years and older ranged from no education at all to a matric without exemption, as highlighted in Table 4.

Table 4: Educational levels of adults 20 years and older, 2015

Highest level of education	Number
None	1 711 000

Highest level of education	Number
Grade R/0	61 000
Grade 1	218 000
Grade 2	301 000
Grade 3	457 000
Grade 4	695 000
Grade 5	716 000
Grade 6	1 030 000
Grade 7	1 600 000
Grade 8	2 008 000
Grade 9	2 246 000
Grade 10	3 826 000
Grade 11	3 999 000
Grade 12 (No exemption)	8 529 000
Total	27 397 000

Source: StatsSA GHS, 2015 (2016a)

Considering that some of those with grade 9 – 12 can be accepted to study at TVET colleges, some **6.049 million** people with no education or education up to Grade 8 level would have community colleges as their only choice for post school education and training opportunities. However, even though TVET colleges can cater for those with Grade 9 to 12, the fact that there are **18.6 million** people with this level of education means that they cannot all be absorbed into the TVET sector. The TVET sector had a total enrolment of **781 378** students in both public TVET colleges and private further education and training (FET) colleges in 2014. This is indicative of the high levels of exclusion that is characteristic of the TVET sector. There simply isn't adequate capacity in the TVET colleges to enroll all students who qualify.

The General Household Survey also presents data on population older than 15 years and older with a level of education lower than Grade 7. Fourteen per cent (**5.568 million**) of the 38.980 million people aged 15 and older in 2015, had attained educational levels lower than Grade 7. Although a majority of these people had no difficulty in performing some specified literacy tasks, there was a significant number who were not able to perform these tasks. What is most disconcerting is that there is a significant number of youth (15 – 34) who were unable to perform the tasks highlighted in the following table. This suggests that basic literacy skills are needed for the older as well as younger population.

Table 5: Population 15 - 34 years old with lower than Grade 7 who were unable to perform some literacy tasks

Literacy Task	No. of people
Writing their name	1 050 000
Reading	1 431 000
Filling in a form	2 073 000
Writing a letter	1 580 000
Calculating change	580 000

Literacy Task	No. of people
Reading road signs	1 090 000

Source: StatsSA GHS, 2015 (2016a)

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

A sub-group of the 15 years and older people with low literacy levels is that of young people who are not in education, employment, or training (NEETs), aged between 15 – 24 years, who are specified in the white paper as a key target for development by the CET sector. The educational levels of NEETs from 1996 – 2011 are reflected in Table 6.

Table 6: Characterisation of NEETs from 2011 census data

Highest level of education attainment	1996 (Thousands)	2001 (Thousands)	2011 (Thousands)
No schooling	290	380	110
Primary or less	563	661	414
Secondary education less than Grade 12	390	592	1 482
Grade 12	339	660	1102
Grade 12 with certificate/diploma	415	853	74
Degree	2	9	11
Other and Unspecified	50	0	6
Total	2 049	3 155	3 199

Source: DHET, 2013b

The people who cannot read or write are a long way from acquiring any meaningful educational opportunities as they must first learn the basic skills of reading and writing before pursuing any other programmes that could lead to employment.

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

Another important issue for planning of CET is disability. The 2011 census data highlights that there are about 11.1% people with disabilities in South Africa (defined as people who experience difficulties with seeing, hearing, communicating, climbing stairs, remembering or concentrating, and taking care of themselves, StatsSA, 2012: 45). However, accurate and current data on the extent, types of disabilities, and number of people with disabilities requiring post-school opportunities is not available. What is known is that:

- Participation in post school education by people with disabilities is low – in 2011, only 5 807 students were enrolled at 22 of the then 23 universities, and this constituted only 1% of total enrolment.
- Management of disability in post-school education is fragmented and separate to that of existing transformation and diversity programmes at institutions.
- There is differentiation in available programmes at institutions, and resources allocated to these programmes, as well as differential commitment towards people with disability.
- TVET colleges particularly lack policies and capacity to cater for staff and students with disabilities.
- TVET colleges do not have ring-fenced funding to improve the accessibility of buildings, although the Norms and Standards for the sector provide for additional funding for learners with special needs
- There is low uptake of tertiary level funding provided for people with disabilities. In 2010, only 47% of the funding dedicated for students with disability was taken up, and in 2011, only 55% was taken up. A reason to explain this provided in the white paper is that there are fewer people with disabilities who qualify for tertiary study. However, the WP recommends that research is needed to understand this.
- There is more funding for resourcing disability units at previously white institutions than historically black institutions (DHET, 2013a).

Clearly, there does not seem to be any disability data at all on AETCs. Given the multiple challenges that exist as well as the clear indication that TVET colleges and universities have not been able to broaden access for students with disabilities, community colleges would be well placed to widen this access as accessibility issues, especially physical barriers, are reduced if education and training are being accessed within localities. It is therefore key for the CET sector to focus on disability in planning institutions and programmes and student support initiatives.

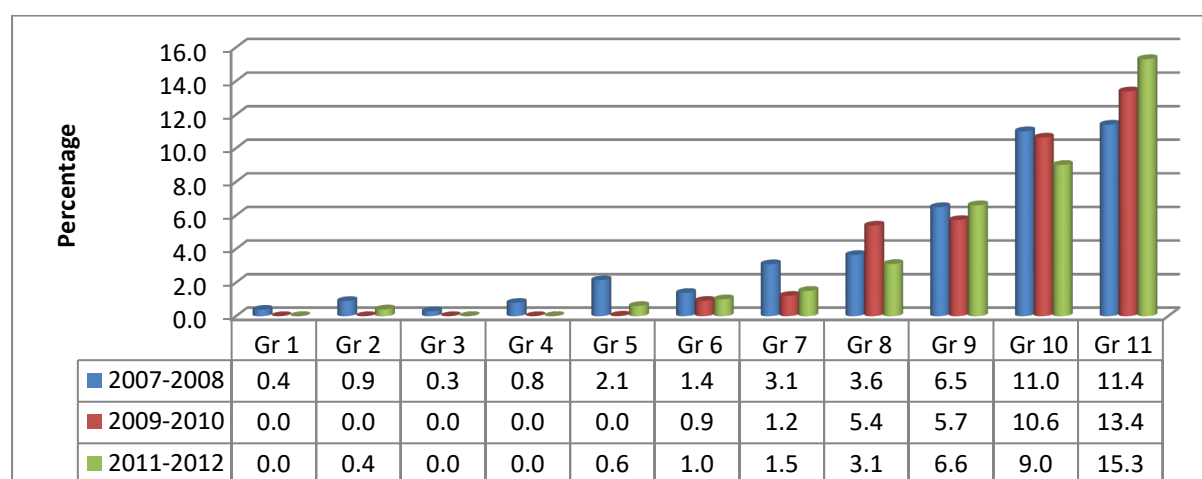
2.3 Students requiring second chance basic education

Second chance students comprise not only learners who did not complete schooling but also those who completed but failed matric and want to work towards achieving a National Senior Certificate (NSC), the school leaving certificate.

Regarding non-completion of schooling, South Africa has a high dropout rate from formal schooling. Causes of dropout that have been proffered are multiple and are based on external social factors as well as internal in school factors. These include poverty, disability, disruption in the family structure (Fleisch, 2009, cited in DBE, 2013), financial pressure, teenage pregnancy, drug abuse, and lack of stimulation and support in the classroom (Strassburg, 2010, cited in DBE, 2013). Dropout in primary school, from Grade 1-7 is very

minimal, but it starts to rise in secondary school from Grade 8 and is at its peak in Grade 11 as highlighted in Figure 1. Spaul (2015) indicates that the throughput rate of learners from grade 2 to matric from 2010 – 2014 ranged from 34% - 40%. This is based on the enrolment of matric cohorts in Grade 2, and the data indicates that more than 500 000 students dropped out of school between Grade 2 and their matric year in four of the five years from 2010 – 2014. In 2011, 429 671 learners from that matric cohort had dropped out of school since 2001 when they were in Grade 2 (See also Taylor, 2012 & Gustafsson, 2011). Figure 1 presents an overview of dropout rates per grade from 2007 – 2012.

Figure 1: Dropout rates in basic education 2007 - 2012



Source: DBE, 2015. Data sourced from National Income Dynamic Study (NIDS), 2007/08-2011/12

Considering matric students who do not pass their NSC exams, although the matric pass rate has improved over the years, since 2008, there are more than 20% of matriculants who fail their exams each year. There are also those who enroll to sit for the National Senior Certificate exams, who end up not doing so for various reasons. Data for full time and part time candidates will be presented separately to note the key points of difference with the different streams. Table 7 presents data on full time students who enrolled for matric, those who did not write the exam, and those who failed.

Table 7: Full-time matric candidates who enrolled, write, and failed matric 2010 - 2015

Year	Number who enrolled	Number who did not write	Number who did not pass	Total who did not write and did not pass
2010	559 166	21 623	171 471	193 094
2011	511 038	14 948	147 976	162 924
2012	527 814	15 438	133 323	148 761
2013	576 490	14 378	122 333	136 711
2014	550 127	17 267	128 986	146 253
2015	667 925	23 389	188 711	212 100

Source: compiled from DBE matric results reports

As Table 7 shows, each year, there is a significant number of matriculants who enroll but do not write, as well as those who fail. If these candidates want a second chance at matric, they are likely to need special attention to overcome the barriers that prevented them from writing and passing the exams in the first place. In this regard, the lecturers who teach these candidates have to understand quite a bit about academic development methodologies for success as some rigorous academic intervention would be required for some students. Some diagnostic assessment may even be required to determine cause of withdrawal and failure so that appropriate strategies are employed to enable all students to write and also for those who are failing to achieve success. In some cases, it may be a matter of advising students to pursue another trajectory e.g. occupational training or TVET instead of rewriting matric. This will require dedicated career guidance and counselling facilities in community colleges with well qualified personnel able to work with young people and advise them on the best trajectories to follow.

Relative to full time candidates, many more part time students who enroll end up not writing the NSC exam as highlighted in Table 8.

Table 8: Part-time matric candidates who enrolled and wrote the exam 2011 - 2015

Year	Number who enrolled	Number who did not write
2011	112 780	32 664 (29%)
2012	120 484	38 932 (32%)
2013	131 244	38 633 (29%)
2014	138 533	44 824 (32%)
2015	131 381	40 318 (31%)

Source: compiled from DBE matric results reports

Some of these students may want to rewrite their exams so that they qualify to get into TVET colleges or university. In this regard, post school opportunities for progressing into higher education are required.

2.4 Continuing Education

There are several categories of people who can be regarded as potential candidates for continuing education. These include those wanting to continue their education post literacy programmes, after their appetite has been stimulated and they have completed the highest level of the literacy programmes; those who are already employed but have limited opportunities to study as part of their job, or those who are working but have low levels of qualifications and would like to improve their qualifications.

Continuing education post literacy

Post literacy is follow up and sustaining of acquired basic literacy which enables people to continually improve their quality of life (UNESCO 2000, cited in van Wyk and Frick, 2014)

and not relapse back to illiteracy (Rogers, Maddox, Millican, Newell Jones, Pagen & Robinson-Pant, 1999:7, cited in van Wyk and Frick, 2014). Basic literacy alone does not improve the livelihoods of people unless it is followed by post literacy “income generating activities and skills-training programmes (Oluoch, 2005:4, cited in van Wyk and Frick, 2014). The Kha Ri Gude literacy campaign which was launched in 2008 is intended to enable 4.7 million young people and adults literate. After acquiring this intended basic literacy, there may be a demand for further education which would best be met by community colleges. The programme has made significant headway in targeting marginalised groups. *In 2011, 80% of the learners were women, 8% people with disabilities, 25% were youth, and 20% were above the age of 60.*¹ It would be critical for this population to be provided with opportunities to continue with education and training within their communities. The CETC TT report highlights that there are poor linkages between AETCs and Kha Ri Gude graduates, as very few proceed to AETCs. Concerted effort has to be made to direct Kha Ri Gude graduates to community colleges so they can explore their options on furthering their education.

Employed people with limited access to continuing education

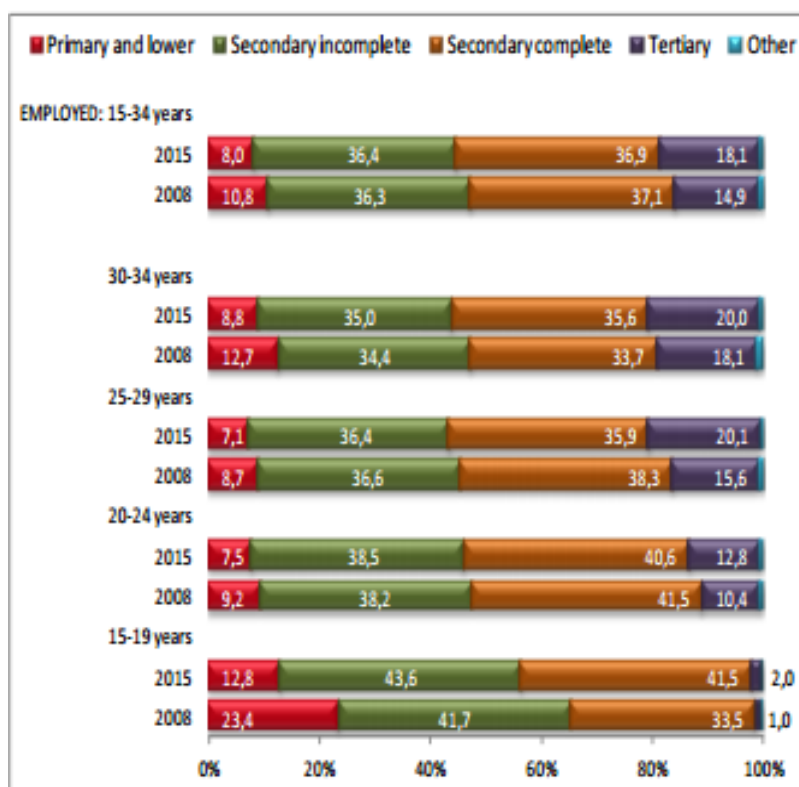
The Human Resource Development Council (HRDC) Worker Education Task Team that developed the Worker Education Framework reported that efforts to train workers in private companies, the public sector, and through the skills development system have been largely unsuccessful as they are job specific and do not lead to transferability of skills or mobility for workers. In other words, the available training does not change their situation at work or in life. Although education directed at workers would need the cooperation of employers in order for it to have a positive impact on employees’ lives, it is important for employees to have programmes outside the workplace that can broaden their choices and do not necessarily bond them further to the workplace as can be the case with programmes that employers ‘pay’ for either through work release or for which they pay the service providers. It could also be empowering for the employed to gain access to programmes that their employers do not know about, and ones that they can choose themselves.

Employed people with low level qualifications

Although there has been some improvement in educational attainment of employed youth between 2008 and 2015, there is a significant number of youth (aged 15 – 34) with primary or lower education and who have not completed secondary school. These youth could find community colleges an option to continue their education through skills or occupational programmes or to complete their secondary education to enable them to progress to higher qualifications in other post school sectors. Figure 2 maps educational levels of employed youth in the third quarter of 2015.

¹ <http://www.gov.za/about-government/government-programmes/kha-ri-gude-mass-literacy-campaign>

Figure 2: Educational qualifications of employed youth

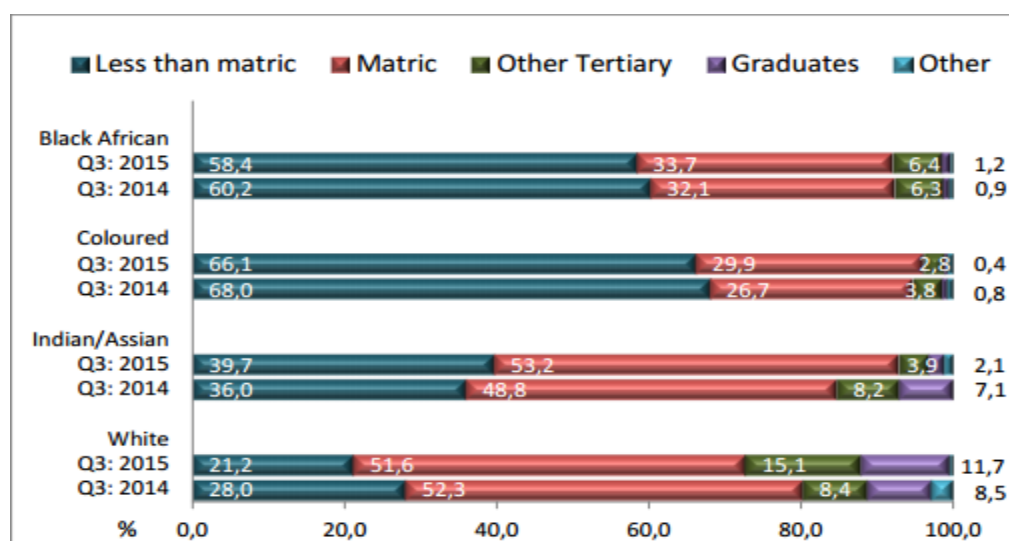


Source: StatsSA, 2015a

Improving qualifications is important to flourish. The reality that most employed youth are occupying low skilled and semi-skilled occupations is undesirable and unsupportive of the country's developmental trajectory. In the first quarter of 2015, 29.2% of the 19.7 million employed youth were in low-skilled occupations, 53.1% were in semi-skilled occupations, and only 17.7% were in skilled occupations (StatsSA, 2015a).

The challenge of low educational attainment among the employed is also prevalent among adults. Figure 3 shows the combined educational attainments of youth and adults. There is a high prevalence of low educational attainment among African and Coloured people. Further education opportunities could improve the quality of life of employees with low educational levels, although this is dependent on whether there are open career paths in line with their higher educational attainment. With more useful data on supply and demand, continuing education could be directed at programmes where there are prospects to articulate into the labour market or start successful and sustainable businesses.

Figure 3: Educational attainment of employed youths and adults



Source: StatsSA, 2015b

2.5 Reskilling

South Africa has often been characterised as having a mismatch between skills needed by industry and those possessed by graduates. One solution to this disjuncture is reskilling, where the strong foundation that the unemployed person has from the degree can be capitalised to channel them to acquire employability skills. (needs further elaboration).

2.6 Developing skills for sustainable livelihoods including entrepreneurship

South Africa has several national development strategies in line with its development priorities. Although SETAs have mainly designed programmes to provide the skills for these priorities and strategies, the reach has not been significant, particularly in rural areas. Community colleges are most strategically placed to provide skills that can respond to national development priorities and most appropriate to specific communities. Examples of such development priorities and the implications for skills include:

- Land reform and redistribution – when new farmers acquire land they will require specific skills that usually need to be provided on the farm so that work processes are not affected. Without mobile skills units, community colleges that offer evening classes would be a good option. It would be useful to conduct an audit to find out if there are any providers offering mobile training to communities and whether they are meeting the demand by communities.
- Small scale fisheries policy – The allocation of fishing rights to small scale fishers comes with new demands for these fishers as it involves establishment of community based governance structures, value addition to the resource (e.g. drying fish, canning, freezing, tourism etc.), financial management, conflict resolution, establishment of aquaculture facilities, and many others. Fishing communities are located in coastal towns, and most of the fisher people have existed between their

homes and the sea. Any form of education and training would have to be located in their communities, also taking cognisance of their fishing activities.

- The Department of Trade and Industry's (DTI) Integrated Strategy on the Development and Promotion of Cooperatives (2012 – 2022) was developed to inform government strategy to promote cooperatives and enable them to create and develop income-generating activities and decent, sustainable employment; reduce poverty, develop human resource capacities and knowledge; strengthen competitiveness and sustainability; increase savings and investment; increase social and economic well-being; and contribute to sustainable human development. Cooperatives are highly localised and in order to fulfil the vision government has for them, in addition to start-up funding, lots of skills development initiatives would be required for start-up and sustainability of cooperatives.

These three examples help to show that while thinking about numbers is useful for planning the CET TT work, a key focus should also be how community colleges can serve specific people in line with government's development priorities.

2.7 Community based needs

The WP-PSET is clear about the life skills that community colleges can impart to improve the quality of life of communities. These include community organisation, how to engage with government entities or private entities like banks, citizenship education, community health education, parenting and childcare; early childhood development; care for the aged; care for those with HIV/AIDS and other diseases, entrepreneurship skills etc. In most cases, there are established entities offering programmes in these areas, but they may have limited reach to communities. For example, the South African Red Cross Society has courses whose duration ranges from half a day to 10 days on first aid, home based care, occupational health and safety, peer education, basic firefighting, HIV and TB awareness, psycho-social support and mental health. These courses are all appropriate for community development, and they may not necessarily lead to a qualification, which suits some people who just want to learn a skill that helps them develop as an individual. In each province, the Red Cross Society has several offices in many locations, and this could enable it to develop links with community colleges which can be used as satellite centres for the delivery of the Red Cross Society's community focused training programmes. Community Development Workers (CDW) could work with community colleges to determine the improvement needs of the communities so that colleges source the relevant training to meet these needs.

2.8 Why a strong CET sector is required

The context in the foregoing section provides a strong rationale for the need for community education and training. There are millions of people of different age groups and with varying levels of education in need of education and training, but few options for them at the moment.

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

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

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

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

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

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

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

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

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

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

Education, training and innovation are central to South Africa’s long-term development. They are core elements in eliminating poverty and reducing inequality,

and the foundations of an equal society. Education empowers people to define their identity, take control of their lives, raise healthy families, take part confidently in developing a just society, and play an effective role in the politics and governance of their communities (NDP: 261).

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

The importance of lifelong learning is signalled in the NDP and is a critical link to community education and training:

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

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

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

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

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

In weighing up the costs of the development of such an important education sector, consideration needs to be given to whether or not the country can afford NOT to invest in this area. As the MTT CET Report (2013c) clearly pronounces this *“The real costs of illiteracy and under-education (in terms of lost productivity, skills shortages, lack of competitiveness and entrepreneurial capabilities) are staggering.”*

2.9 Vision

As the previous sub- sections have shown, the imperative to grow community education in South Africa to offer opportunities to large numbers of potential students is beyond doubt. Community education is also planned to develop as something much broader than the current limited offerings of adult general education programmes. The sector is new and will need to grow dynamically over a long period of time. It will require flexibility in its programmes and institutional forms, and will need to be built partly through quality partnerships and multiple funding sources.

It is critical therefore that there is a shared vision of the sector, which will provide a basis for the development of community colleges over time.

The (working) vision for community education and training is as follows:

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

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

In order to achieve this vision, community colleges should be built on the following principles:

- Public community colleges should be open access, to accommodate the aspirations of those who cannot be accommodated by other post-school institutions, and who may have left school without completing. Open access has several dimensions, including the physical (locating learning opportunities close to students, so that they can access them. Close proximity of learning sites to students reduces cost.); epistemological (allowing access to education and training programmes which cater for a wide variety of educational backgrounds,

and are designed for inclusion and success, rather than for limited enrolment or extended periods of learning), and financial (ensuring affordability for the vast majority of students, who will be poor).

- CET should be flexible as community needs and aspirations change and responsive to the particular social and economic environments in which they are based. There should be some space for the organic development of the sector which will happen differently, depending on the particular context of colleges.
- Community colleges should be dynamic, attractive institutions, which will be achieved when they offer the kinds of quality programmes that serve the range of education and training needs of the communities in which they are based. While there will be some similarities with aspects of other post-school institutions, the distinctive feature of community colleges is their community location and the need for community responsiveness.
- The diversity of programme offerings and types of institutions is key to developing an effective sector, as the needs of students and communities are likely to be more diverse than any other part of the PSET system. Colleges will be different as they develop to provide the diversity of programmes, and develop the necessary institutional forms and partnerships to deliver effective offerings.
- Developing CET institutions will include concurrently strengthening the existing provision of adult basic education and training offerings, as well as imagining new types of programmes.
- Delivery modalities should be diverse and fit for purpose, in order to cater for different student needs and learning styles. Consideration will need to be given to how technology can be used to enhance and support the delivery of community education programmes. Communities can also gain access to technology at the CET.
- Articulation pathways need to be mapped out so that lifelong learning and further education opportunities are created for individuals who complete programmes at CET institutions. Relationships between CET institutions and universities and TVET Colleges will therefore be essential for the growth of the sector and should be actively explored at the outset.
- There should be clear political will in the development of CET, so that adequate financial resources can be made available for basic institutional infrastructure, ICT infrastructure, learning and teaching support materials, and a capable staff.
- The Community Education and training institutions should be owned by the community it serves. Ownership carries both the notions of entitlement as well as responsibility. As the institution gets established as a public institution, it is expected that the government will provide specific things to fit with the Norms and Standards gazetted by government and also oversee the running of the institution. On the same vein, a Community must be able and be ready to make meaningful contributions to their institution for meaningful provision to materialize.

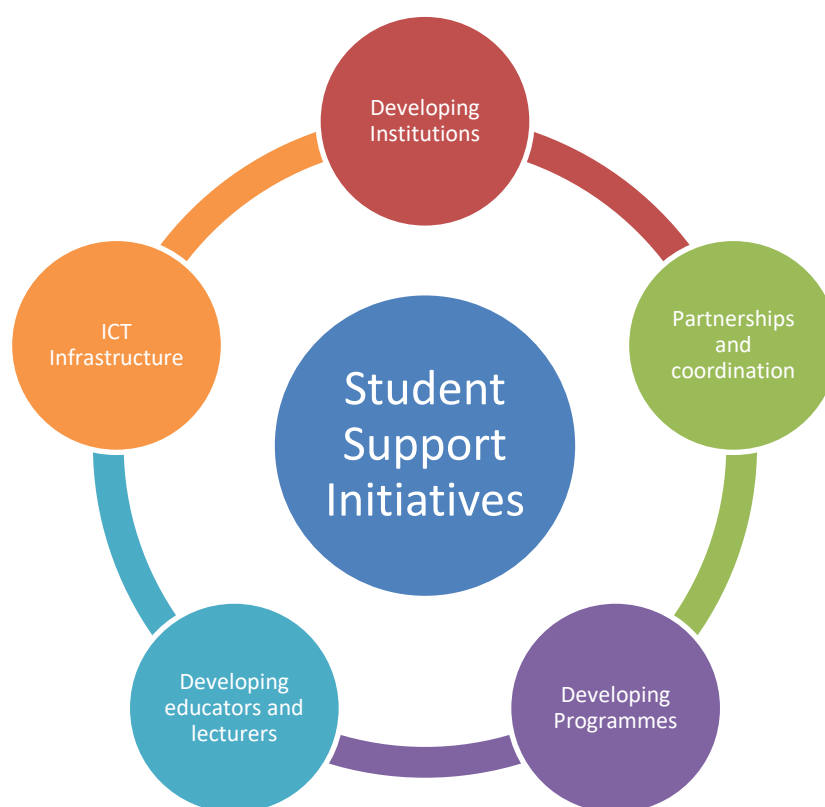
- A Community Education and Training College should connect its community with economic, social and cultural opportunities in the area. It is therefore important that this principle be central in the establishment and running of each institution for the advancement of the social, economic and cultural mobility of its community.
- The Community Education and Training concept will only be realised through a framework of partnerships that bring different stakeholders, institutions, communities and interested parties together. Each of these role players have their particular strengths that will enhance the delivery of services to the beneficiaries of the CET college.

Chapter 3: The Development of the Community Education and Training Sector

3.1 Introduction

This chapter presents proposals for the development of six key system aspects, which form the core of the planning for the development and strengthening of community colleges. These six system aspects are presented in the diagram below.

Figure 4: Core aspects in developing the CET sector



The presentation of these aspects in a circle is deliberate, intended to show how developing the sector is going to be an ongoing and iterative process of trial and refinement. Further, the developmental aspects of community colleges are interdependent. Students form the core of the sector, for without them there would not be need for community colleges. In this regard, the institutions and programmes that shall be developed have to take cognisance of the students' needs. The lecturers have to be developed to be able to effectively facilitate student learning in the agreed programmes and qualifications. Partnerships and coordination, as well as ICT infrastructure are cross cutting issues and have a bearing on all aspects of development in the sector including student support initiatives.

3.2 Developing Institutions

Policy and Legislation

There is a range of legislation and policies that make provision for the establishment of institutions and quality assurance of programmes for education and training for adults and out of school youth. These are cited in the MTT CETCs Report (DHET, 2013c) and include:

- Adult Basic Education and Training Act 52 of 2000
- Adult Education and Training Act 52 of 2000
- Continuing Education and Training Act, 2006 (Act No. 16 of 2006)
- General and Further Education and Training Quality Assurance Act, 2001 (Act No. 58 of 2001)
- Further Education Training Act 98 of 1998
- Further Education Training Act 16 of 2006
- Further Education Training Section 78 Bill of 2011
- New Institutional Landscape National Plan for FET Colleges in South Africa policy of 2008
- Higher Education Act 101 of 1997
- Skills Development Amendment Act 37 of 2008
- Skills Development Levy Act of 1999
- Skills Development Act 97 of 1998
- National Qualifications Framework Act, 2008 (Act No. 67 of 2008)
- National Skills Development Strategy (2000-2005, 2005-2010 and 2011-2016)
- National Youth Development Agency Act 54 of 2008
- Non-Profit Organization 71 of 1997 Act

The WP-PSET introduces the establishment of community colleges, and the Community College Policy (DHET, 2014) provides guidance on the management of PALCs from the provincial education departments to DHET, commonly referred as the function shift. The policy also provides a framework for the establishment of community colleges including governance and management, employment of staff, the funding framework, programmes and qualification offerings, quality assurance, examinations and assessment, and monitoring and evaluation. In Chapter 8 of this technical report, signals are provided for changes to policy and legislation necessary for the development and strengthening of community colleges.

Historical overview of the provision of education and training to adults and youth

The genesis of community colleges is from the old PALCs, but, the scope of community colleges will be broader than that of PALCs in ways that will become apparent in this chapter. To contextualize the current and future development of community colleges, this sub-section explores the history of provision of education and training to youth and adults in South Africa.

The provision of education and training to adults and youth during the apartheid years evolved to counter the exclusion of the majority of the people from accessing education and training during this period (MTT CETC report, 2013c). In the 1980s, trade union movements grew and impelled large companies, particularly in the mining sector to provide adult education programmes for workers. Workers' night schools were initiated in 1919, and were succeeded by popular education programmes that became a key feature of community organizing and the liberation struggle. Popular education programmes provided literacy, numeracy and communication skills and built the capabilities of individuals and communities to assume agency for social change and social justice. These early initiatives provided the impetus for lifelong learning that informed the post-1994 formalisation of Adult Basic Education and Training (ABET) in PALCs, industry sites and communities. Kha Ri Gude, which started in 2008, was the biggest ever national campaign to eradicate illiteracy, providing many with the foundation for continuing education.

Currently, there are many institutions offering adult education and education to youth (Raphotle, 2012), through public and private AET centers, NPOs and multi-purpose community centres which target adults and out of school and unemployed youths who do not qualify for TVET colleges and universities. However, the non-profit sector has struggled to sustain adequate levels of funding, and government provision for adult education is mainly focused on general education programmes for those who have not completed formal schooling. As the figures will show, this provision is far from meeting the education and training needs of large numbers of adults and youth. Further, the programmes on offer are limited and do not cater for a diversity of student needs.

Public AET Centres

Most public AET centres do not have their own infrastructure, and operate from schools and community centres. The Saide audit of PALCs in Gauteng (2013) gives some insight into the difficulties of sharing space with schools, by highlighting that there are sometimes disagreements about the use of toilets and paying for cleaning and maintenance services. In most cases there are no formal agreements governing the relationship between the school and the AET center, and in other cases where schools are Section 21 schools managing their own budget, schools offload some of their costs onto the AET Centres. Some schools lock toilets so AET learners cannot use them, most AET centres are not provided with office space, and there is no security provision for classes that take place at night (Saide, 2015).

Accessibility for communities to learning centres is critical for community education provision, and this has been the main reason for the use of schools as institutional bases of AET centres. Most centres have a main centre and satellite centres (Raphotle, 2012), as evidenced in Saide's 2013 audit of PALCs in Gauteng. This report documents 47 centres distributed across 15 education districts (Saide, 2013), with 248 satellite centres (Raphotle, 2012). Public AET centers are vulnerable to closure, as many of them operate on the basis of adequate enrolment numbers. If they do not enrol enough students, they do not stay open,

and this can jeopardise the study trajectory of learners who are not able to complete their programmes. This vulnerability is further exacerbated by the fact that centres wait for learners to walk in to register and do not do any active marketing of their programmes (Raphotle, 2012).

Enrolment at public AET centers over the years has not exceeded 280 000 in all the years where there is available data, except in 2012 when enrolment at AET centers was 306 378 students (DHET, 2016a). There were 272 725 enrolled students in 2004; 269 140 in 2005; and 251 610 in 2006 (Raphotle, 2012). More recently, according to the DHET PSET Statistics (DHET, 2016a), in 2013 there were 249 507 students in AET centers, and in 2014, there were 262 680 learners, constituting 95% of total enrolment at AET centres.

Private AET centers, which are private by virtue of being registered with the DHET, enrolled only 7 560 students in 2014. The private AET centres have small numbers of students, but data is difficult to access and it is incomplete, which is unhelpful because the contribution of the private sector will remain significant given the expansive numbers of students who will require community education. Aitchison (n.d.) has highlighted that some of the private AET centres are much more comprehensive in nature based on the infrastructure, projects, and programmes running at the centres. Some centres, for example, have *“a church, a pre-school for small children, a day school, a night school, a computer training and resource centre, a technology training centre, a music school, a fashion design school, a learner driver licence school, a disabled rehabilitation centre, a street children’s feeding scheme, a refugee language programme, a pensioner’s club and various scout clubs, etc.”* However, many of these private centres, which are predominantly non-profit, struggle financially as they rely on donor funding to run their activities.

Not-for-profit organisations (NPOs)

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

Multi-Purpose Community Centres

Thusong Service Centres were established by government in 1999 to serve as comprehensive service centers providing government and social administrative services, office services, education and skills development services, local economic development

services, business services and community opportunities, and information and community activities. The plan during the conceptualization of these multi-purpose centers was to have one in each municipality by 2014 (Aitchison, n.d.). Although this target has not yet been achieved, significant progress has been made, as there were 185 Thusong centers in 2015 (2015 Thusong Service Centres January database). What is unclear, however, is the extent to which Thusong Centres are linked to education and training provision. This information would assist in establishing the possible basis for linking Thusong Centres into the new community education and training college institutional form. The Departments of Basic Education and Higher Education are not listed as partners to the Thusong centres, yet education and skills development should be a key pillar of the services on offer at the Thusong centers. Further, it is not clear what infrastructure is available for the provision of education and training, and what programmes are being offered. The fact that the Thusong centres are available in 185 municipalities could be important for the development of community colleges, and there could be scope for beneficial partnerships between the DHET and the Thusong centres. Initial analysis of education and training opportunities at the centres reveals that 138 of them offer some form of beneficial training like computer training, HIV/AIDS awareness, capacity building of NGOs and CBOs, emerging farmer development, dance classes, sewing classes, training of small businesses etc.

DoL learning centers

As part of government efforts to improve employment prospects through training, the Social Development Funding Window (SDFW) was set up as a component of National Skills Development Strategy (NSDS) II. The SDFW responded to the national key priority *to reduce unemployment and under-employment through social development* (HSRC, 2011) and it was the only window that allocated funding to the Department of Labor (DoL) for training projects which were offered through provincial DoL offices. Some 5 928 projects were registered and executed by the provincial offices between 2005 and 2010, training 494 001 unemployed people in various areas including services, agriculture, building and construction, motor industry, entrepreneurship, occupational health and safety, communication etc. It was however difficult to determine the employment outcomes for people who had gone through this training (HSRC, 2011).

Skills Development providers

Recent research has highlighted that the PSET landscape is supported by some 3 832 Skills Development Providers (SDP) that are significantly contributing to skills development including artisan training. Between April 2014 and September 2015 these SDPs had trained 525 270 students. The SDPs include parastatals NGOs and private entities, some of which are accredited by the Sector Education and Training Authorities (SETAs). The majority of programmes being offered by the SDPs are part or full unit standard based qualifications with students mainly on learnerships, internships, and AET programmes. Interestingly, of the 45 SDPs visited as part of the research, six referred to themselves as community colleges

and four as private community colleges. The six community colleges were run by the local authority where they were located. This is a useful model to explore for the governance of colleges that are being established. The SDPs are supportive of the CET vision of accessibility because their location. The SDP situational analysis highlights that the role of SDPs is significant not only for the huge contribution it is making in the skills development space,

... but particularly due to their proximity to communities and the relative ease of accessibility to these programmes. Universities and even TVET colleges are significant establishments and often require students to relocate or travel for study on programmes over extended time periods. SDPs offer more ready access to training and development, often close to the residence of the learner and often with more flexibility in terms of timeframes and the period of the training programmes (DHET, 2016b: 47).

Building the new community colleges: Shape and size

There are two main conceptual frames to consider in the building and strengthening of the community education and training sector: (1) the role of the diverse and uncoordinated of provision and (2) the building of the new **system** of public community colleges under DHET's oversight. The conceptual separation is artificial because in practice, the two frames are not mutually exclusive. However, the separation is necessary to signal the two strategic levels at which community colleges will be operationalised.

Existing landscape of diverse and uncoordinated provision

The contextual description of the provision of education and training of youths and adults has shown that there is a plethora of various forms of provision by different actors and this should be regarded as an asset in the development of community education and training. Such diversity of provision is catalytic to partnerships between the various entities and the DHET. Partnerships would have to be defined in various ways depending on the outcomes to be achieved, but the main objective of partnerships is that they should help colleges achieve a diversified programme qualification mix. The following are examples of possible partnerships that can be pursued.

Table 9: Modalities of partnerships in institutional building

Partnership Type	Characteristics
Public-Private	Private sector investing in the development of the college infrastructure
Public-Public	- DHET as the Executive Authority of CET colleges partnering with other departments, e.g. Public Works; DoL; Agriculture, etc. for infrastructure - DHET partnering with Local Government regarding infrastructure

Partnership Type	Characteristics
	• DHET partnering with DBE to access unused school facilities to convert into colleges or to share school spaces with community colleges • DHET CET Branch partnering with Universities and TVET branches to explore how they can be part of education precincts or share space as a system
Public-Non-Profit	• Non-Profit Organisations like churches and other Education NGOs partnering with government in providing facilities and space for teaching and learning • Communities in which the CET college is located partnering with the CET college with regards to their contributions in the development and maintenance of their institution
Public-public /private	Institutions with skills development capability becoming the Skills Development Hubs in the area which can also be accessed by the CET colleges, e.g. TVET colleges and other Training centres like the CIE centres

The modalities of partnerships presented in the table are not exhaustive but they are indicative of possibilities. Other forms of partnerships can be established if they fall within the scope of the parameters and frameworks for partnerships that will be elaborated in the section on partnerships and coordination in this chapter.

Conceptually, there are two levels of partnership sites – at a higher level the parameters and frameworks and policies for partnerships are set at national level. Further, there may be partnerships where memoranda of agreement are signed between the DHET and partners. However, at institutional level, colleges can enter into beneficial partnerships arbitrarily, as long as these operate within the parameters and policies of the DHET.

Public Community colleges

During the function shift in 2015, all PALCs were merged into nine provincially-based the Community Education and Training College Administrative Centres (CETCACs) with PALCs constituting the delivery sites as Community Learning Centres (CLCs). The nine CETCACs, one in each province, are holding structures responsible for community learning centres till district level community colleges are established on the basis of a pilot process (DHET, 2015).

The long term plan for a fully functional CET sector is to establish a community college in each district municipality (DHET, 2015). There are 44 district municipalities and eight metropolitan municipalities. Initially, it can be expected that each of the 52 municipalities will have its own CET college. With time, the number of institutions in each municipality should increase, depending on the numbers served as well as distances travelled by students. The municipality boundaries make sense as these contours already bind the

communities together and are also meant to focus government and the citizens to matters of local development and social cohesion.

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

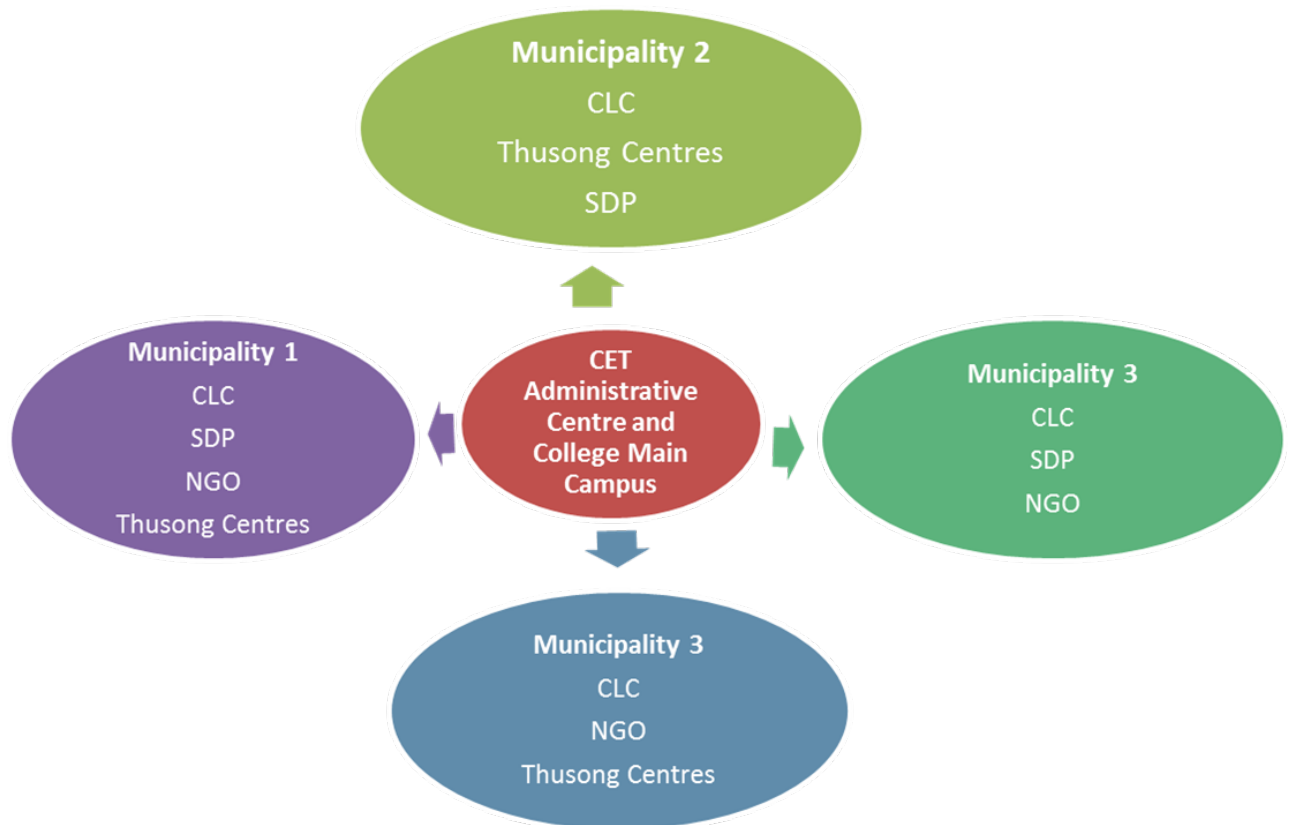
Although community colleges could be thought of primarily and foremost in terms of physical infrastructure, it is very important that this institution is conceptualised in very innovative ways right from the beginning. There are important markers that will help conceptualisation of community colleges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

- Where possible, the CET college will have its own purposely built facilities. However, it is not always going to be possible to do so and innovative ways must be found to create space where teaching and learning must take place. Partnerships with purposefully selected providers is one way of creating space, so one criterion for partnerships could be that the partner has adequate infrastructure for effective teaching and learning. In order to develop itself as a system, community colleges should offer a manageable number of programmes in which they can achieve excellence and have other providers offering other programmes particularly support services like career guidance and psycho-social services.
- There must be a physical structure where the college will attend to its main administration and this must belong to it. The location of the main campus must be decided first with issues of accessibility in mind, even if there is development of other learning centres somewhere else.
- In the main, the CET college, with the assistance of Municipalities, will seek to identify unused or under-utilised buildings which will be refurbished for its use.
- It is ideal that Municipalities house and shoulder the responsibility of their own Community College, and therefore it will be expected that the Municipalities create and house the function of College oversight. Although the overall responsibility of CET colleges remain with the National Government, the functions which were carried out at District level for PALCs (and more), should be shifted to the Municipalities, starting with the Metropolitan municipalities.
- Communities will also be expected to acquire skills to build and refurbish buildings as their contribution to the establishment and maintenance of the institution.
- The CET college will continue to share spaces with other public institutions like schools, TVET colleges and even Universities. TVET colleges and Training centres will also serve as Skills Hubs in the area which will be accessed by the CET colleges. There are other non-profit organisations which may be approached for partnerships which have their own spaces e.g. churches, community halls, etc.

- The development and use of technology in teaching and learning will be explored extensively in order to ensure that the unreached communities can be reached.
- The development of colleges should look into addressing disability to create equal opportunities of access to people with disabilities.

The following diagram illustrates how a college, its community learning centres, and collaborative delivery sites might look like.

Figure 5: Possible shape of community colleges in a district



Based on this diagram, the DHET would be directly responsible for the administrative centre and community learning centres and SDPs, Thusong Centres, NGOs and CBOs can support colleges' PQM by continuing to offer their programmes on demand by the CET College in their own spaces but working closely with the community colleges, in some form of agreed partnership with DHET and the colleges. This proposal is made on the premise that it will be very difficult for community colleges to strengthen and offer quality programmes if they try to offer all programmes themselves as this has huge financial implications for staffing and infrastructure. Further, if programmes are already available it would be wasteful to reinvent the wheel. It is very clear from the above diagram that the make-up of CLCs could be differentiated based on demand.

It makes sense to build colleges on the basis of more stable and sustainable formal programmes like academic and some skills programmes, while ad hoc short term and non-formal programmes could be offered by other players in the community, who have already

developed their capacity to offer such programmes. The number of CLCs and supporting partners in a district would depend on the size of the district based on the number of local municipalities in that district. Key data on the size of the population in each of the municipalities and the unemployment rate should also be used to plan the shape and size of the CLCs. The following table is used to illustrate these considerations:

Table 10: Population and Unemployment statistics for districts using 2011 Census data

Province	Number of District Municipalities (2016)	Names of District Municipalities with number of local municipalities in brackets (2016)	Population (2011)	Youth Unemployment Rate 15 – 34 as % of unemployed (2011)	Population with no schooling - aged 20+ as % of population 20+ (2011)
KwaZulu Natal	10	Amajubha (3)	499 838	50.3	8
		Harry Gwala (5)	461 419	44.4	9.8
		ILembe (4)	606 809	37.2	15.4
		Ugu (6)	722 484	45.1	12.8
		Umgungundlovu (7)	1 017 763	39.5	8.5
		Umkhanyakude (5)	625 846	51.2	25.3
		Umzinyathi (4)	510 838	45.6	25.6
		Uthukela (5)	668 848	49.3	14
		Uthungulu (6)	907 519	44.4	16
		Zululand (5)	803 575	51.2	19.2
Northern Cape	5	Frances Baard (4)	382 086	43.9	10.6
		John Taolo Gaetsewe (3)	224 799	37.2	14.6
		Namakwa (6)	115 842	25.4	6.6
		Pixley Ka Seme (8)	186 351	35.4	14.6
		ZF Mgcawu (6)	236 783	22.7	9.5

In this table, data on youth unemployment and the percentage of people in each district with no schooling aged 20 and above can be used for planning purposes to determine what kinds of community colleges can be created and what partnerships can be entered into.

Further, geographic information system mapping data is also required to complement the statistical data to determine the area covered by the municipalities and their distance from the entry point to the furthest point. This will help with decisions on whether main campus satellites are required for districts which are expansive and could be far away from the support of the administrative hub where it is currently located. The administrative hub may well be located in a centralised location in the province to ensure easier reach and support to CLCs. The two maps in Figure 6 illustrate the point about the need to consider both statistical and map data.

Based on the area of coverage, the Namakwa district is the largest municipal district in the country, with an area of 126 836 km², yet, it has a population density per km² of only 0.9. Its population of unemployed 15 – 35 year olds is 115 842. Ugu, a smaller district in terms of area (5 047 km²) has a km² population density of 143.2, with 722 484 youth unemployed. So, in terms of the number of CLCs in Namakwa and Ugu, the statistical population data is useful to consider, but the area of the districts is also important to consider as Namakwa is

expansive and this needs to be considered for location of CLCs that will be serving a relatively smaller population than Ugu which has a small area but high population density.

Figure 6: Comparing spread and size of districts in two provinces

Northern Cape



KwaZulu Natal



Operationalisation of community colleges: Starting out and piloting

Although the CET colleges will be diverse institutions, there are however some generic steps that can be considered and adapted by each community college in setting up their colleges. These steps take cognisance of the fact that provincial CET administrative hub have already been set up and taken over the functions of Provincial DBE AET directorates. The administrative centres need to be conscious of the following in the operationalisation of the proposed institutional shape:

- As highlighted above, understanding the geography of the district municipality or metropolitan municipality boundaries to establish the number of learning centres and other partners that are required for building the institution.
- Having established the ideal number of CLCs and partners required for the size of municipalities, deciding how many to start with in each local municipality and mapping out the growth trajectory to achieve the ideal numbers, considering that the enrolment target for 2030 for community colleges is 1 million.
- Some tough decisions have to be made through some rigorous enrolment planning which will establish the targets for age groups and gender. Because of the exponential challenge of NEETs, enrolment planning has to favour people in the 15 – 34 age group so that they can quickly be successfully directed into the

formal or informal economy so that they can lead more productive lives and improve the quality of their lives.

- Conducting an audit of already existing PALCs, Non-Profit and NGO provision in the area; skills development provision; number of learners and educators, state of infrastructure etc.
- Decisions on where to start will be based on many factors, including viability in terms of number of learners and educators, infrastructure, resources and management capacity.
- Discussions with Municipality Authorities about what the College and especially what their contribution is going to be. Where possible, the Administrative Hubs should start a conversation with District / Metropolitan Municipalities about College oversight and resourcing.
- Identification of key stakeholders in the locality, especially employers and other institutions of learning and forming a stakeholder body for periodic discussions. This local stakeholder body should later on form a significant part of the College Governance body.
- Establishing a framework for making the TVET colleges and Training Centres Skills Development Hubs which will be accessed by the CET college for the purpose of skills development of its own students and the Community.
- It is possible that some learning centres will be ready to start before others. The planning that precedes this process will therefore be useful to identify the early starters as well as the support needed for those which need to be developed.

The proposals made for the development of community colleges in this section are new and their feasibility needs to be tested through pilots before they are refined and finalised. The pilots are expected to run from 2017-2019 and are intended to establish the feasibility of the proposed architecture of community colleges required for a differentiated and responsive PQM. The piloting will also test enrolment planning principles to decide which would be most appropriate for CET. There shall be a dedicated monitoring and evaluation plan for the pilots for adaptive management so that the models that are deemed feasible at the end of the pilot have been adjusted throughout the pilot to address any problems that may hamper the effectiveness of the model.

Operationalisation of community colleges: Evolution and Growth

By design, the CET will be servicing more people than any other institution outside of the schooling system. Therefore, 52 colleges will not be adequate in the long term. Growth must be anticipated from the start. However, the 52 institutions will have covered the geography of the country even if distances remain a challenge at the beginning for many learners. In some instances, there may just be too many learners to accommodate in one institution or learning centre.

Summary

In summary, the determination of shape and size of community colleges should be informed by the following:

- The number of CLCs for each district should be based on the population data and geographic area of districts.
- The geographic area of a province should determine whether satellites of the main campus are required.
- The contextual landscape should inform the partnerships that can be formed to support PQM.
- Partnerships that shall be entered into should consider the infrastructure needs of the college, although partnerships that are mutually beneficial should not be excluded because the collaborator has no adequate infrastructure if the college has infrastructure that can be used for delivering a programme for example.
- Partnerships can help assist infrastructure requirements for people with disabilities, for example, a CLC in the Worcester in the Western Cape can partner with the NID which already has a campus that caters for deaf students as well as programmes that have been designed specifically for deaf learners.
- Some enrolment planning is needed which prioritises the youth to address the challenge of NEETs.
- Piloting of colleges should be informed by the need to develop architecture that considers the development of a system in the longer term but also catering for the short and medium term needs of students. In other words, CLCs should focus on sustainable long term infrastructure for sustainable projects while partners can focus on the immediate short term needs with special funding and defined short duration projects.

References

Aitchison, J. no date. Background paper on multipurpose community learning spaces and centers.

Anand, R., Kothari, S. & Kumar, N. 2016. South Africa: Labor Market Dynamics and Inequality. IMF Working Paper – WP/16/137. International Monetary Fund.

Department of Basic Education. 2011. National Senior Certificate Examination Report 2010. Pretoria: DBE.

Department of Basic Education. 2012. National Senior Certificate Examination Report 2011. Pretoria: DBE.

Department of Basic Education. 2013. Macro Indicator Report. Pretoria: DBE.

Department of Basic Education. 2013. National Senior Certificate Examination Report 2012. Pretoria: DBE.

Department of Basic Education. 2014. National Senior Certificate Examination Report 2013. Pretoria: DBE.

Department of Basic Education. 2015. National Senior Certificate Examination Report 2014. Pretoria: DBE.

Department of Basic Education. 2016. National Senior Certificate Examination Report 2015. Pretoria: DBE.

Department of Higher Education and Training. 2014a. Community College Policy. Pretoria: DHET.

Department of Higher Education and Training 2014b. Ministerial baseline report on the state of adult education and training. Pretoria: DHET.

Department of Higher Education and Training. 2013a. *White Paper for post school education and training: Building an expanded, effective and integrated post school system*. Pretoria: DHET.

Department of Higher Education and Training. 2013b. Fact sheet on “NEETs”: An analysis of the 2011 South African census. Pretoria: DHET.

Department of Higher Education and Training. 2013c. MTT Report on community education and training centres. Pretoria: DHET.

Department of Higher Education and Training. 2016. *Statistics for Post School Education and Training in South Africa: 2014*. Pretoria: DHET.

Department of Higher Education and Training. 2016a. Statistics for Post School Education and Training in South Africa: 2014. Pretoria: DHET.

DHET. 2016b. Situational Analysis of Skills Development Providers: Research Report. Pretoria: DHET.

Gustafsson, M. 2011. The when and how of leaving school: The policy implications of new evidence on secondary schooling in South Africa. Stellenbosch Economic Working Papers 09/11. Cape Town: Stellenbosch University.

HSRC. 2011. The NSF as a mechanism to address skills development. Research report.

HSRC. 2016. *Skills supply and demand in South Africa*. Pretoria: HSRC.

OECD. 2014. Education at a Glance 2014: OECD Indicators. Paris: OECD.

Raphotle, M. 2012. 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. Pretoria: DHET.

Saide. 2013. Adult education and training centres in Gauteng: Audit findings and recommendations for future provision. Johannesburg: Saide.

Saide. 2015. Design Evaluation of Draft Policy on Community Colleges. Johannesburg: Saide.

Spaull, N. 2015. How to raise the 'real' matric pass rate. Available at: <https://nicspaull.com/tag/matric-2014/>

Statistics South Africa. 2012. Census 2011, Statistical Release P0301.4. Pretoria: StatsSA.

Statistics South Africa. 2015a. General Household Survey, 2014: Statistical Release P0318. Pretoria: StatsSA

Statistics South Africa. 2015b. National and provincial labour market: Youth, Statistical Release P0211.4.2. Pretoria: StatsSA.

Statistics South Africa. 2015c. Quarterly Labour Force Survey Quarter 3: 2015, Statistical Release P0211. Pretoria: StatsSA.

Statistics South Africa. 2016a. Quarterly Labour Force Survey Quarter 1: 2016, Statistical Release P0211. Pretoria: StatsSA.

Statistics South Africa. 2016b. Community Survey, 2016: Statistical Release P0301. Pretoria: StatsSA.

Taylor, S. 2012. A note on matric result trends. 11 January 2012.

Thusong Service Centres. No date. 2015 January Database.

Van Wyk, J. & Frick, L. 2014. The post-literacy perceptions of newly literate adult learners at a rural community learning centre, *Per Linguam* 30(3):1-15.