

TWENTY FIVE YEAR REVIEW ON SERVICE DELIVERY PERFORMANCE IN SOUTH AFRICA 1994 – 2019

CHAPTER 5: COMMUNITY EDUCATION AND TRAINING COLLEGES

1. History

In 1994, the South African government has promulgated a suite of policies and legislative frameworks that support Adult Basic Education and Training (ABET) and affirm its role in the process of social change and development. There is acceptance that literacy is essential for human resource development because it contributes to the economic development of people and enables them to expand their life choices. The post-apartheid government regards ABET as a critical sector to address the basic needs and developmental imperatives of the majority of poor young and adult South Africans. For this reason, literacy underlies the government's proposals for human resource development, focusing on skills acquisition and adult education for those who have been deprived of basic schooling (ANC, 1994).

The post-1994 education and training framework embraced the concept of lifelong learning, recognising that learning takes place throughout a person's life and in many forms. In the first instance, this approach has taken the form of efforts to eradicate adult illiteracy through various campaigns, and especially through the Department of Basic Education (DBE) *KhaRiGude* initiative. Adult education has also taken place through a variety of non-formal community and popular education initiatives and projects, run by community-based organisations (CBOs), trade unions, social movements and government departments. This initiative has made basic education accessible to adults, especially in rural areas. Despite these efforts educational opportunities for adults and post school youth have been insufficient, and their quality has generally been poor.

With 24 years into democracy, the President of the Republic of South Africa, made a pronouncement that the Department of Education (DoE) will split into two Departments, i.e. Department of Basic Education (DBE) and Department of Higher Education and Training (DHET). The split of the Department created a devolution of the Adult Basic Education and Training (AET) functions from the Provincial Education Departments (PEDs) to the National DHET. As the result of this devolution, the Department reconfigured the fragmented landscape of ABET by establishing a new institutional type, the multi-campus CET College. The CET Colleges were established in April 2015 in terms of the Continuing Education and Training Act, 2006 (Act No.16 of 2006).

CET Colleges are an additional higher education institutional form alongside universities and TVET Colleges. These institutions are intended to primarily target youth and adults who did not complete school or never attended school. In line with overarching expansion plans for the sub-sector as stipulated in the National Development Plan (NDP), it is projected that enrolments at CET Colleges will increase steadily from 262 157 student in 2017 to an estimated 340 000 student in 2019 and 1 million in 2030.

2. Background and Overview

The Chapter on Community Education and Training (CET) sector, (previously known as ABET will reflect on the legacy that the Department inherited from the PEDs, how the sector has progressed in realising the objectives it set for itself in 2015 (after the functions were shifted from the PEDs competency), the challenges which still remain and how this could best be addressed as the country enters the fourth decade of democracy. The Review has built on research undertaken for the Twenty Year Review, the National Development Plan (NDP), the White Paper on Post-School Education and Training (PSET), CET Act, Act No. 16 of 2016, as well as commissioned work and inputs received from national departments, provinces and local government in developing these pieces of legislation.

In the three decades since the demise of apartheid, there has been transformation of the PSET system. The most important change is the introduction of a new legislation which was introduced in 2015 for the CET sector, in order to regulate the sector on a standardised basis. Such legislation and policies include *Continuing Education and Training Act, 2006 (Act No. 16 of 2006)*, *Policy and procedures for opening, merging and closing CLCs*, *National Policy on Community Education and Training, 2015 as well as the National Policy for the Monitoring and Evaluation of Community Education and Training Colleges*.

The introduction of the CET Act led to the establishment of a new institutional type, CET Colleges, one in each province, in 2015. The primary objective is to promote education and training opportunities for those young people who cannot access Universities or Technical and Vocational Education and Training (TVET) Colleges. In these colleges, Government has committed to increase youth and adult participation opportunities in the CET sector to one million student by 2030. It is against this backdrop that the growth and expansion of institutions within the CET College sector is a strategic priority for the Department.

3. Access (include Literacy, Numeracy, NEET)

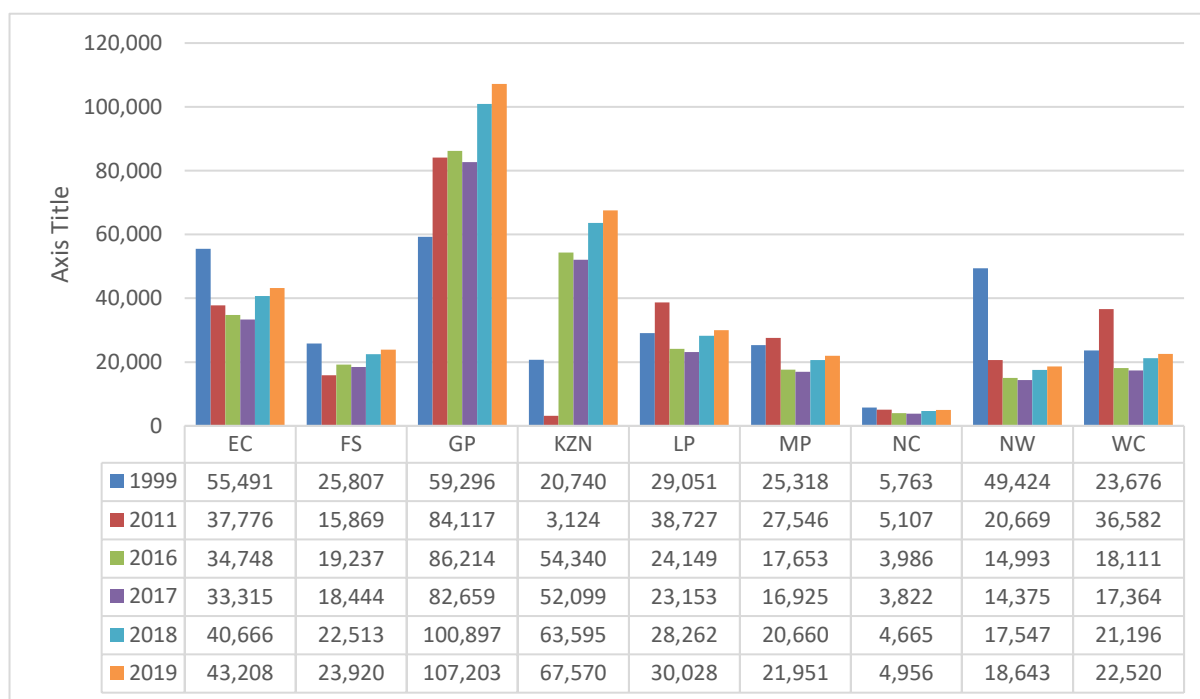
The position of Government is aimed at expanding access for post-school youth and adults who wish to raise the bar for further learning, improve skills for meaningful economic participation and/ or progression to opportunities in the TVET Colleges and university education by 2030. However, the offering of appropriate and quality programmes need to be supported by appropriate funding and infrastructure in order to achieve the NDP targets of 1 million by 2030.

The percentage of the population aged 20 years and older that has had no education decreased from 19% in 1996 to 9% in 2011. The Kha Ri Gude Literacy Programme has been a success, with almost 3 million illiterate adult student having been enrolled between 2008 and 2012. The majority of student are female. While only 48 percent of Africans aged 20 and over had completed Grade 9 in 1994, this percentage increased to 64 percent by 2011. Similarly, the percentage of African adults over 20 years of age who had completed Grade 12 increased from 23 percent in 1994 to 64 percent in 2011.

The Department was able to expand access to programmes leading to intermediate and high level learning in 2011. The Department has also formed a partnership with the Department of Correctional Services for increasing access to intermediate and high level learning programmes. In accordance with the Minister's delivery agreement with the President, the expansion of the CET sector continued as planned. The planned activities to develop the National Senior Certificates for Adults (NASCA) and to

amend the Senior Certificate were also undertaken in pursuance of expanded access to education and training opportunities for both the youth and the adult cohorts.

Figure 1: Number of actual learner enrolment in CET Colleges from 1999 to 2017 and target estimates in 2018 and 2019 per province



Source: Statistics on Post-School Education and Training

The CET sector has seen in the second term of democracy a steady decline of -4.3% in student enrolment from 1999 to 2011. The enrolment increased by 0.3% from 2011 (269 517) to 273 431 in 2016. The growth is expected in the medium term with more student starting to access CET Colleges. The Department is therefore targeting an increase of 6.3% (340 000) in 2019.

4. System Successes

The South African Literacy Campaign 2001 devised to implement the Minister of Education's September 1999 call for a national literacy campaign. Thereafter the national Department of Education adopted a dog in the manger approach and effectively killed it and set up SANLI within the Department. Effectively, nothing happened until 2002 when UNISA's ABET Institute received a large amount of foreign funding to pay its Certificate graduates to run classes (with some success). The National Skills Development Strategy (2001) stated that, as an indicator of the success of developing a culture of high quality life-long learning, by March 2005 some 70% of workers would have at least a level 1 (i.e. GETC) qualification on the NQF. Money to help implement this objective was made available from the National Skills Fund.

Prior to this reconfiguration of the AET, there were 1 828 public AET centres in 2014 and these serviced more than a quarter of a million student. The qualification offered at these institution includes the National Senior Certificate offerings, i.e. Grades 10 to 12 and other non-formal skills development programmes. In 2016, the number of Community Learning Centres (CLCs) (previously called public AET centres) increased to 3 276, with a total enrolment of 273 431 student. The sector is targeting to

increase the total number of student to 340 000 over the medium term and 1 million in 2030. However, funding is an impediment to achieve these targets.

The curriculum for the National Senior Certificate for Adults (NASCA) was approved by the Minister and enables the further development of Learning and Teaching Support Materials (LTSM) and lecturer development programmes. It also allows for the engagement with publishers regarding appropriate text books subsequently to be developed. Regulations on the conduct, administration and management of an assessment for the NASCA - A Qualification at Level 4 on the National Qualifications Framework have been approved by the Minister. The regulations, once Gazetted, will enable system preparations for the administration and conduct during examinations for the NASCA.

5. Funding the CET college subsystem

Prior to the adult education function shift from a provincial to a national competence (effective from 1 April 2015), the PEDs were allocating funds to the PALCs for operations and procurement of LTSM. These allocations have always been inadequate and therefore priority was given to the offering of AET Level 4, with a view to improve certification rates. The current allocation still falls far short in addressing adult education needs and adult education had not been given priority in the funding of the PSET sector.

It is essential to take cognisance of the fact that the Department inherited different practices from PEDs as part of its new mandate. The Department, after taking over the adult education function, commissioned a Ministerial Committee to develop a new funding framework for efficient and equitable distribution of the fiscal allocation to the CET College sector. The Committee was created because PEDs used different resourcing and funding practices and there was a need for standardisation. In 2017, the Minister approved the *revised funding framework for CET Colleges*. The funding framework will be used as a basis for the development of the new National Norms and Standards for Funding CET Colleges.

Once the funding norms are finalised, these will be gazetted as a policy for funding CET Colleges. As a transitional arrangement, the Department signed a Memorandum of Agreement (MOA) with TVET Colleges to assist with procurement function since CET Colleges do not have capacity and systems to perform this function. In 2018, the Department secured funding through the National Skills Fund (NSF) to set up financial management systems in CET Colleges in order for colleges to be ready to receive and manage their own funds. It is expected that this process will be completed in February 2019 and funds will be transferred directly to CET Colleges from April 2019.

Funding for the sector is expected to grow at an average annual rate of 7.3 per cent over the medium term, reaching R2.7 billion in 2020/21 from R2.2 billion in 2017/18. However, the lack of funding has simply militated against programme diversification as Voted funds were not adequate to fully realise the mandate of CET Colleges.

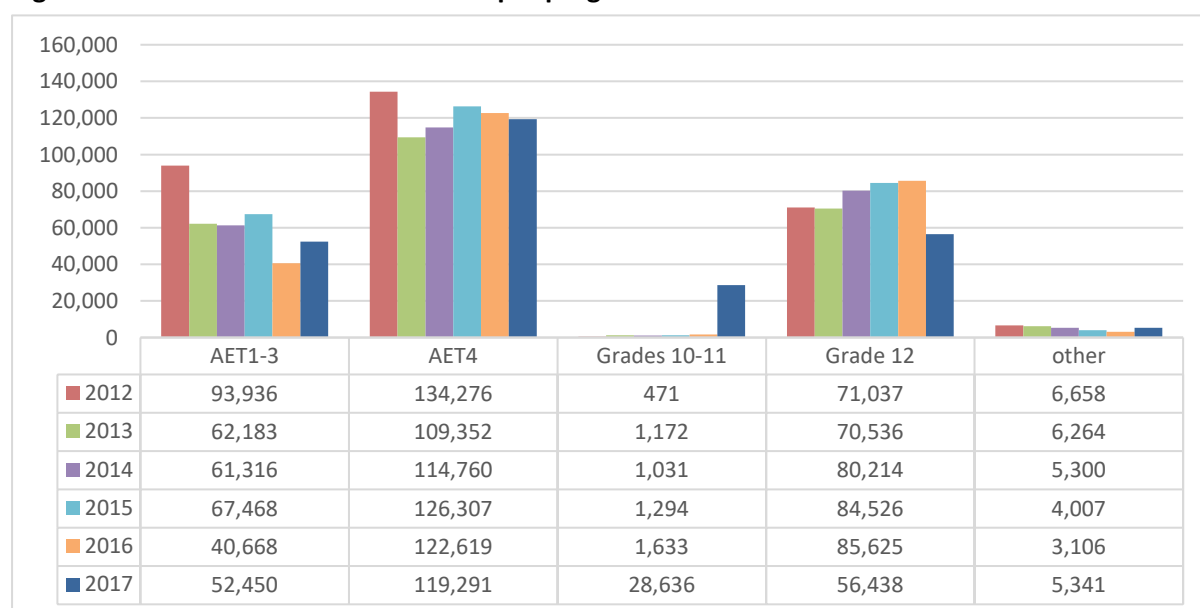
6. Programmes and qualifications (relevance)

A range of initiatives have been introduced to address the challenges of youth unemployment, including increasing opportunities for formal education and training such as student, apprenticeship and internships for youth, employment services to improve job search and job matching and **second**

chance programmes to strengthen the employment prospects for unemployed low-educated youth and to motivate their re-entry into the education sector. To address the problem of unemployed and unskilled youth, the National Senior Certificate for Adults was registered. The National Certificate Vocational system was introduced in 2011. There are significant milestones in developing alternative avenues for skills development which the Department will continue to explore.

Community colleges will build on the current offerings of the PALCs so as to expand vocational and skills-development programmes and non-formal programmes. Formal programmes will include the General Education and Training Certificate (GETC) and Senior Certificate programmes currently offered, as well as the proposed new National Senior Certificate for Adults (NASCA) and skills or occupational programmes funded by SETAs or the NSF. Non-formal programmes may include community programmes such as those referred to above. However, these will be geared to the needs and desires of local communities and their organisations, including community-based cooperatives and businesses. This means that colleges have to build close working relationships with organisations in their communities. It also implies the need for well-qualified adult educators to teach these programmes. The following graph depicts the number of student enrolment per programmes offered at these institutions from 2012 to 2017.

Figure 2: Number of student enrolment per programme



The figure above generally indicate a need in the AET Level 4 qualification with the average of 45% of the total student population enrolled for this programme. This is followed by the Grade 12 National Senior Certificate qualification which constitute 28% of the total student population. The Department, though this is not its core mandate, accommodate the vulnerable majority of the youth who are left out of the main stream due to various reason. These student are keen to access formal qualification. Part of the innovation intent in the CET space, is to eliminate the qualifications that, in terms of philosophy, pedagogy and assessment, are not suitable for adults and the out-of-school youth. To eliminate this anomaly the Department, in collaboration with Umalusi, developed the NASCA and the GETC for Adults (GETCA). While the Department has done everything in its power to ensure that the two qualifications are implemented, there is lack of funding to prepare the system, to develop and

procure LTSM as well as to conduct, manage and administer credible examination and assessment. The 2019 MTEF period provides the Department with another opportunity to solicit funding through the Medium Term Expenditure Committee (MTEC) process for the implementation of these two qualifications.

7. Quality

The National Education Policy Act (No. 27 of 1996) protects the right to basic education in particular, the right of every person to basic education and equal access to education institutions. The right to a basic education implies, by extension, the right to good-quality learning programs with high-quality student support materials and teaching practices, and appropriate learning sites. The policy observes that as a result of the high attrition rate in schools, millions of adult South Africans are functionally illiterate. Therefore the system will continue to strive to offer a required, appropriate and quality programmes supported by adequate quality infrastructure and requisite funding to achieve the NDP targets.

8. Management and Governance

CET colleges have established college councils as governance structures responsible and accountable for the functioning and performance of the college and its CLCs. CET College management posts were filled in 2016 and 2017. The Department will provide a closer attention on the participation of lecturers and student in the Council. From 2017, the Department dedicated its limited resources and attention to build capacity of CET College student leadership, management and council for a meaningful participation in the structures of the CET Colleges. Through the monitoring of the performance of Councils and management, it has become clear that there is serious confusion of roles and responsibilities and funding by the European Union, was used to capacitate CET College officials, student and the council.

9. Student Support

The Department's highest priority is to strengthen student support services in the CET Colleges. Support is crucial to ensure that students adapt to the demands of college life and that they can meet the demands of college programmes. These services were not prioritised by the PEDs before and as a result, student support services and units did not exist. The Department has in 2017 approved a policy on student support services which is currently undergoing the Socio-Economic Assessment Impact System (SEAIS) process for approval. The department is planning to utilise these services to offer various student support services such as academic and social support to assist students to cope with the delivery of programmes of study. The services will also be expanded in future to include assisting students with finding workplaces for the practical components of their programmes and jobs on completion of their studies. Effective support is not available at all colleges and this situation must be remedied. Given the needs especially of those whose schooling has not provided them with a sufficient educational basis to cope well with the requirements of college studies, however the student support services is not funded. The Department is planning to source funding for student support activities and it is essential that every college has a dedicated and capacitated student support services unit to coordinate such services.

10. People with disabilities

The democratic state inherited a society with widespread ignorance and prejudice towards people with disabilities, resulting in them facing further discrimination, abuse, segregation, exclusion, deprivation and limiting the realisation of their full civil, political, economic, social, cultural and developmental rights and potential. People with disabilities faced numerous barriers to accessing basic education, with facilities barely available at CET Colleges. Over the 2018 MTEF, the Department will dedicate its support to building such infrastructure capacity with funding from the NSF.

11. Language

In terms of the Constitution of South Africa, everyone has the right to receive education in the official language or languages of their choice in public educational institutions where that education is reasonably practicable. In order to ensure the effective access to and implementation of this right, all reasonable educational alternatives taking into account equity, practicability and the need to redress the results of past racially discriminatory laws and practices need to be considered. The Department will ensure that each college has a language policy in place and it is implemented.

12. Infrastructure (include student accommodation)

The Department inherited and maintained the agreement set out in section 8 of the repealed AET Act, which enjoined the Head of Department to provide facilities for use by the public sector to perform its functions. The agreement provides for facility utilisation time, access to resources, costs, liabilities and maintenance. While this agreement provides some relief in terms of access to infrastructure, the CET environment cannot function optimally due to limited times, that may vary from two to three hours a day, the suitability of the physical infrastructure for an adult student and the atmosphere of the school environment in accommodating the vibrancy and flexibility that underpins CET Colleges is a concern for the Department. However, the Department will continue to sustain its attempts in identifying unused and alternative infrastructure for CET Colleges and CLCs.

13. Improving teaching and learning (includes Teacher Training)

To deliver the skills needed by the economy, one of the key actions is to put in place a post-school articulation policy to ensure greater articulation between the different components of PSET, and to ensure that student never gain a terminal qualification that prevents them from gaining further training in other institutions. The Department has introduced a national policy for community colleges which requires an improved interface between SETAs, workplaces and education and training institutions (TVETs, universities and adult education institutions). The interface will support greater opportunities for workplace-based training and experience, with 90% of student who require workplace-based training and experience to complete their qualification placed by 2019. Partnerships between SETAs and employers for placement will be increased.

Key priority areas for 2019-2024

The servicing of the CET College system by the Department is critical for the skills development drive of the country and to achieve the target as set out in the White Paper and NDP. This will however require additional funding in order to ensure that the service is effectively provided and the credibility of the sector including the CET institutions is assured. The following key priority areas crucial for the successful implementation of the CET Colleges mandate:

a) Standardisation on conditions of service in CET colleges

The employment conditions for lecturers in the CET vary from permanent, fixed-term contract to temporary employment positions. The Department is in a process of seeking additional funding to standardise employment practice in all CET Colleges so that lecturers are remunerated for hours in which they rendered the required services.

b) Implementation of the National Senior Certificate for Adult

The National Senior Certificate for Adult (NASCA) provides a general education pathway for adults (people over the age of 18) and focuses on building a reliable general education underpinned by the necessary cognitive proficiencies to support further study and possibly enhance the likelihood of employment. The NASCA aims to service an identifiable need in the basic adult education system not currently met by other qualifications on the NQF and to create pathways for further learning. It is designed to provide opportunities for people who have limited or no access to continuing education and training opportunities. The acquisition of a qualification at level 4 of the NQF is recognised as opening up educational opportunities for South Africans in further and higher education as well as enhancing the likelihood of employability.

Key priority areas for 2019-2030

a) Diversification of the CET College Programme Qualification Mix

The college sector is central to the provision of post-school education and training, and is the area targeted by the Department for the greatest expansion and diversification. Currently, despite significant growth, colleges still enrol fewer students than universities. This is not ideal for the development of a skilled and educated population or for meeting the needs of an economy which suffers a serious shortage of mid-level skills. The college sub-system will therefore be expanded considerably, and a great deal of attention will be given to improving the quality of its programmes and the capabilities of its staff. Attention will also be given to strengthening colleges' working relationships with employers and their integration and articulation with the rest of the post-school education system.

b) Expansion of AET Levels 1-4 (NQF 1) provision in Community Colleges and Community Learning Centres

The Department is planning to expand the AET Level 1-4 qualification by increasing the number of students to meet the target of 1 million by 2030. The increase in student enrolment will also require additional human resource, books and other learning and teaching support material for learners and teachers.

In conclusion, the transformation of the CET College is an integral part of the Department's policies to develop and improve the economic, social and cultural life of the communities. The college sector that is envisaged in this White Paper is one that will be much larger and more diverse than it is at present in order to provide for the needs of our people and our society. The Department will continue to offer AET programmes and expand their curriculum to include vocational, skills-development and non-formal programmes. The post-school system will be integrated in such a way that the different programmes offered at Universities, TVET Colleges and Community Colleges complement one another and work together to improve the quality, quantity and diversity of post-school education and training

opportunities in South Africa. There will be easier articulation for students who want to move from one part of the system to another or from one programme to another. This will be made possible through the provision of bridging programmes where these can assist. Finally, the implementation of objectives and expansion plans that are noted in the strategic plans and white paper require capacity and funding. Such capacity is required in a variety of areas.

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