



Report

for presentation to the Minister of Higher Education and Training

**by the Task Team on the development of a
comprehensive implementation plan in response
to the outcomes of the Community Education and
Training skills summit 2022**

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Cover picture: Students at Osborne Community Learning Centre, Mount Frere,
studying to be Community Health workers

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Foreword

On behalf of the Ministerial Task Team (on the Development of a Comprehensive Implementation Plan as a response to the outcomes of the Community Education and Training Skills Summit) we wish to express our gratitude to the Minister of Higher Education and Training, Dr Blade Nzimande, M.P., for affording us an opportunity to make this contribution that we hope will strengthen the Community Education and Training sector. Since being appointed as Minister of Higher Education and Training in 2009, Dr Nzimande has brought the importance of this sector further forward and overseen the beginnings of the establishment of Community Colleges. Adult education was previously often neglected in budget allocations and development initiatives in various provinces. It is of utmost importance to ensure that the planned for colleges are appropriately resourced and developed to enable them to fast-track the delivery of general education and skills training that will assist in the strengthening the economy and enhance social mobility and civic awareness.

As cited in this report, the role of community education and training is particularly crucial to the development of the country's undereducated adults and out-of-school youth. The Community Colleges could provide access to many marginalised South Africans what they need by way of education and skills to improve their quality of life. These Colleges will play a crucial role in addressing the more than three million NEETs, which are the youth between the ages of 18 to 24 who are not in employment, education or training, who total far more than all the young people currently in post-school education and training institutions.

The past disappointing outputs from the adult education and training system have been attributed to inadequate resourcing, a dire need for capacity development, lack of appropriate learning support materials, absence of appropriate student support services, inappropriate programmes and poor coordination of efforts. It is imperative that the Government's efforts will have to be supplemented with investments from local government as well as the private sector, the National Skills Fund (NSF) and the Sector Education and Training Authorities (SETAs). It is imperative that a balance be achieved in resource allocations and development initiatives for the various programme forms and components of the post-school education and training system. More resources have to be mobilised from more sectors of society to put these Community Colleges on a healthy growth trajectory offering relevant and high-quality programmes with much higher rates of student success.

The final stages of the work of the Task Team were saddened by the death of Professor Peliwe Lolwana, its Chairperson and leader. Her inspiring example and tireless energy in working for a better deal for the marginalised and poor of the land will continue to inspire us. May she rest in peace.

John Aitchison

Acting Chairperson

Khaya Matiso, Takalani Tshabalala, Janice Seland, Mondli Hlatshwayo

Members



In memoriam
Peliwe Lolwana

Executive summary

Preamble

1. This is the Report of the Task team set up by the Minister of Higher Education and Training in early 2023 to work on the development of a comprehensive implementation plan in response to the outcomes of the Community Education and Training (CET) skills summit of 2022. The Task Team comprised Professor Peliwe Lolwana (Chairperson), Mr Khaya Matiso, Associate Professor Mondli Hlatshwayo, Dr Takalani Tshabalala, Ms Janice Seland, and Professor John Aitchison.
2. The Task Team records its sadness at the passing of Peliwe Lolwana in December 2023 when her outstanding work in steering the Task Team was nearly completed. She is a great loss to the whole education and training sector.
3. Though the Skills Summit of 2022 prioritized skills development, of necessity the Task Team had to address the entire configuration of the CET system, if the recommendations of the Skills Summit are to be addressed.

1 Introduction

4. South Africa remains a very unequal society characterized by income inequality, exacerbated by high unemployment and disparities in education levels, resulting in a “differentiated citizenship”.
5. Spatial problems, inherited from the apartheid era remain increase the marginalization of sections of the population. This has an ongoing impact on the access to education and training in general and Community Education and Training in particular.
6. Providing more equal distribution of educational opportunities makes it a priority to increase access via Community Colleges. Education and training form perhaps the most important precondition for development and there are evident synergies between strategies for promoting education and reducing poverty. Education for All cannot be achieved through primary schooling alone, adult education is necessary in developing societies, and, in respect of adult basic education, a constitutional imperative.
7. The introduction of Community Colleges from 2015 was to take a phased approach and would be preceded by a pilot process to help inform further development of the concept and its roll- out throughout the country to a Community College per district. It was envisaged that the Community Colleges would have a headcount enrolment of one million by 2030. But to date the developments of a Community College system have been disappointing. By 2022, the enrolments had declined to a mere 143 000 students and no actual Community College campuses had been developed.
8. The Minister of Higher education and Training called a Community Education and Training Skills Summit in 2022 to understand the issues in this sector and to focus on more skills development and this led to the setting up of this Task Team.

9. The Task Team analysis of the problems led to recommendations about the following: Building visible institutions with clear identities in local communities; Diversification of provision to cater for a wide range of learners and stakeholders, for now and in the future; Support for gainful employment, local businesses, and livelihoods; Partnerships that work and the roles of stakeholders; and Staffing for governance, management, administration, teaching and training Institutional identity and building.
10. The Task Team analysis also concluded that effective skills development has to go hand in hand with more effective general education for adults and out-of school youth, they are not dissonant but complementary.

2 Institutional identity building

11. The Minister of Higher Education, Science, and Innovation's vision of the Community College system is that of an institution with a clear institutional identity that is dynamically linked to the communities they serve and that addresses challenges in communities by working towards the implementation of mass skills programme interventions. Beyond the above vision of the Community College, there is little on the ground that bears evidence to purposeful attempts to achieve this vision.
12. The main building blocks for an institution are:
 - The identity of the institution
 - The physical character of the institution
 - Human Resources Development, and
 - Linking the institution with the communities.
11. In the South African Post School Education and Training (PSET) sector, the Community College is the only institution with a clear community orientation. How the physical infrastructure is established, how the human resources are established and how the institution finds its links with the community it serves, must always be bound within the community development identity.
12. In order to develop the poor communities, it is important to have targeted interventions that have physical presence close to the individuals. This physical presence will not only help with the visibility to the recipients but establish the capacity of local actors to have a voice in the further development of this institution.
13. The need to move with speed in implementing a district-based model was echoed by all stakeholders the Task Team consulted with, as the current provincial system does not seem to be working well. The DHET has already started to identify suitable sites.
14. Institution building options include:
 - Community Learning Centre (CLC) be established or enhanced in each local municipality and the Satellite Centres (SCs) sited in wards.
 - Substantial centres (that is, that have adequate student numbers, a varied programme mix, and local community linkages) should become through enhancement actual Community Colleges. The DHET has already identified some 11 such centres.
 - It is important to have a physical presence on the ground and currently owned structures should be refurbished and repaired.

- Some Community Colleges should be anchored in local Technical Education and Vocational Training (TVET) Colleges and agricultural Colleges and include the community education mission to create a continuum of provision from the lowest levels to the highest in technical and vocational education and training.
 - The Community Colleges should also partner with other providers of community education and training.
 - The option of having mobile units should be considered.
15. The Triple Helix model (of interaction between Community College (Government) Industry and University) should be adopted. A local university should dedicate time to the development of a Community College institution.

3 Programme mix

16. The Task team has proposals relating to General education, Skills programmes, Business Development, and Community Education and Services

3a General education

17. The architecture of the whole of South African educational policy is built around this notion that citizens will have an institution where a range of programmes that cater to individual needs, intellectual growth and skills can be obtained. **General Education** is that ingredient that will make this possible.
18. The **General education** recommendations rest upon the finding that the current General Education and Training Certificate (GETC) for adults is not fit for purpose and should be phased out and replaced by a General Education Certificate that concentrates on core skills of reading, numeracy and useful general knowledge rather than mimicking a primary school curriculum and adding a few weak skills subjects. Hence the qualification composition and requirements for certification should be revisited by curriculum and subject experts and Assessment Guidelines, Assessment Exemplars and Subject Manuals developed. A framework should be established for moving the GETCA assessment system to an Item Bank system. A review of the GETCA framework and moving to a General Education Certificate must be done and gazetted as soon as possible.
19. The **Second Chance Matric Programme** (SCMP) for youth who have recently failed or dropped out of Senior Certificate studies, should be continued and enhanced and better managed and administered, in close collaboration with the Department of Basic Education. Guidelines should be developed for the implementation and monitoring of the SCMP in Community Colleges. In addition, a diagnostic placement test should be developed as well as a tutoring system and materials.
20. The **National Senior Certificate for Adults** (NASCA) should be rapidly implemented, including the development of an assessment system, a revised curriculum and the production of the learning materials. There should be brokering of the new qualification with the end users such as Universities South Africa (USAf) the South African Public Colleges Organisation (SACPO) and Employer organisations and the programme should be piloted over three years. The new qualification needs to be widely popularised.
21. The already piloted **Pre-Vocational Programme** should be offered to provide orientation of students to technical and vocational skills (and enabled to cope when they enter a

TVET College). It should have only four subjects: Foundational English, Foundational Mathematics (not Mathematical Literacy), Foundational Science and Foundational Life Skills and Technology.

3b Skills programmes

22. Currently there is a lack of skills programmes being provided in the CET College system (nor the staffing capacity to potentially teach them or the finance to sustain them).
23. In addition there are confusions about terminology and challenges surrounding the qualification accreditation of skills programmes through Sector Education and Training Authorities (SETAs) and the Qualification Council for Trades and Occupations (QCTO) and compliance with their regulations. There is also a lack of central coordination of skills programmes.
24. A range of proposals are made (somewhat premised on a new dedicated skills training unit being set up in the DHET's CET Branch):
 - A new dedicated skills training unit in the DHET's CET Branch that is separate from General education programmes to ensure the provision of key resources. This unit is to identify and develop short skills that are universally high in demand and do not require extensive infrastructure.
 - Research be undertaken to map regional and local skills training demand in the local formal and informal economy.
 - Research be undertaken to determine and provide the briefs for a package of short skills courses leading to qualifications and develop guides to accreditation of courses.
 - Develop work-based and placement learning (WBPL) as a component of courses and to be recognised within the formal and informal local economies and within the CET centres.
 - Include an effective Life Skills programme in all skills training to assist learners to gain required soft skills to assist them to thrive.
 - A quick roll out across multiple centres of short skills courses including catering, agriculture, cell phone repairs, appliance repair, nail technician, etc.
 - Prioritize construction skills courses including brick making, handy person, maintenance and repairs to be prioritized in order to help in the building of infrastructure in the colleges and local communities.
 - SETAs, the QCTO and National Skills Fund (NSF) to provide capacity building and support especially in guiding the accreditation and funding of courses.
 - Accredite short skills courses leading to full qualifications that include theory, extensive practical experience, assessments, assignments and workplace experience and work-based placed learning (WBPL) opportunities to be recognised within the formal and informal local economies and within the centre itself
 - Ensure the supply of good quality learning materials obtained or developed in collaboration with TVET Colleges and QCTO source good existing material from skills providers to reduce cost and ensure quality.

- Improve collaboration with the Industry Standard Bodies like the Institute of Plumbing South Africa (IOPSA) and the National Building Initiative.
25. Because the existing teaching staff of Community Colleges are invariably only experienced in general education teaching, the following proposals are made:
- The DHET CETC branch develops an alternative set of academic/occupational requirements for the appointment of suitable short skills course facilitators
 - Explore partnerships between the Community Colleges and TVET Colleges and local non-profit providers
 - Identify local artisans in the community for short, part-time work
 - Community Colleges identify suitable current ABET lecturing staff who could be trained to run accredited skills training courses.
 - Recent qualified TVET College students could also be contracted to offer certain short courses.
 - An effective system of Artisan Recognition of Prior Learning (ARPL) for Lecturers and students is required.
26. Because of the necessity and urgency of the partnerships with the TVET Colleges there must be negotiations with the TVET Branch in the DHET with the aim of piloting the use of TVET college campuses to introduce skills programmes in CET.
27. The DHET should develop an appropriate funding model for provision of short|skills courses that is not based on the current learnership model which requires stipends to be provided to learners. The costings should be based on the course offered and not on a standard formula and take into account the capacity of workshops, fixed and variable costs

3c Business development

28. The Community Education and Training operating environment is one in which more than half those aged between 15 and 34 are Not in Education, Employment or Training (NEET). This is one of the biggest problems for South Africa. The lack of jobs and further education ultimately leads to higher crime, increased violence, and a less productive society with impoverished people.
29. Currently there are three entrepreneurship programmes from the Small Enterprise Development Agency (SEDA) at NQF level 2 approved by the DHET. Otherwise the CLCs throughout the country do not have a standardised method of offering business “survival programmes”, nor is there emphasis placed on the CLCs to provide such programmes. A few centres have short courses in such things as sewing, beadwork, basic computer literacy, food gardening and learner’s driver license preparation. There is minimal staff capacity to run skills training programmes and therefore the impact of the CLCs within the community is very small.
30. Within the context of the broader skills training programme there is the need for units or hubs at selected sites to develop entrepreneurship skills. A description of the set up and management of such hubs is provided. This chapter gives details of such a standardised programme to provide support to existing business people and to those who want to start a business. Examples are given of typical courses that could be offered.

31. The Community College should also give support to cooperative associations and informal traders and descriptions are provided of such programmes.

3d Community education and services

32. Currently there is a paucity of community education outreach or understanding of what it is in spite of the international evidence of the importance of community education for development.
33. Examples of (usually non-formal) community education which should be supported are: General Civic Education (including Voter education), Public Services Information, Basic Skills and upgrading of skills for development and livelihoods (including agriculture, environmental education and health education), Upgrading skills for livelihoods and development and Support to the development of businesses and cooperatives.
34. The CET sector should work with non-governmental organizations (NGOs), trades unions, and universities to design programmes and courses to advance community and civic education and also report on this work.

4 Governance, Management, Administration, and Staffing

4a Governance

35. The current Community College governance system was not designed to handle the governance of a multitude of small centres (there were 200 CLCs and 1 591 SCs in 2020). These local sites have virtually no governance powers at all and have to be governed at a distance.
36. The idea of establishing a district-based Community College must be implemented with a strong governance system that is also based in the district. It is this district-based governance that will entrench the local identity and character of the college. The Act that established the Community Colleges needs amendment. There is a need for effective governance at the district level through the establishment of new district-based College Councils.
37. The improvement of management capacity can be expedited through training in corporate governance.
38. There is a need for a provincially based oversight office (at a Regional DHET office) to focus on strategic coordination, support to newly established colleges, mentoring of management staff, liaison with the national CET Branch, monitoring the implementation of national policy, norms and standards, and engaging with relevant provincial bodies such as the SETA Forum, the Human Resources Development (HRD) Council and provincial state departments.

4b Management

39. Currently each Community College is governed by a Council of 16 members. The College Principal is responsible for the management of the college at provincial level, and is supported by Deputy Principals for Academic, Finance and Corporate Services. At a local level Community Learning Centres are managed by Centre Managers, supported by Satellite Centre Managers. Each College has an elected Student Representative Council (SRC).
40. The Task team found that the current management had inadequate strategic engagements with stakeholders such as SETAs, TVET Colleges, universities, state departments and employers. There were general concerns and complaints about lack of leadership and management on the parts of head of units at various levels. The complaints frequently relate to inadequate staffing at centre and district levels, and lack of managers in key units.
41. The solution is to embark on a continuous improvement process and professionalisation, aimed at enhancing management capacity by:
- Establishment of Heads of Department at all Colleges and CLCs to deal with priority areas (such as Academic programmes, Skills training programmes, Examinations and Assessment, Projects, Student Support Services, Finance, Information systems, and Facilities).
 - Clear specifications of management tasks at each level.
 - Rigorous prioritisation should be aimed at reallocation of resources to follow these priorities.

4c Administration

42. The South African government is famous for its ability to develop policies that are forward looking and have a great potential to take the country to the next level of development. However, the weakness in government has to do with its lack of ability to implement its vision reflected in its policies.
43. Therefore, the CET system, must at all stages of the implementation, have individuals in its administration of this project who have capacity for Planning, Project leadership, Project management and administration, and Project evaluation. This must be so at provincial and centre levels.
44. Every College centre needs some administrative capability to help students and communities as they enrol – collect the right data and monitor attendances. The administrators must be able to follow up on defaulting students as well as those struggling and needing extra support. Further, the success of a College will depend on the quality of data regularly collected to make meaning of the interventions made and report to the project leaders about the project. The system cannot be developed without strong administrative capacity at College level.

4d Educators and Trainers

45. The Conditions of Service for educators has improved with many more now permanent (though mainly part-time, which remains a problem).
46. The current situation is one of a shortage of staff with appropriate and full qualifications (at National Qualifications Framework (NQF) level 6 or above) and competencies, and, in certain areas, an unsustainable low ratio of educators to learners (on average 1:13). What staff training has been done has only been for the academic stream. There is an almost total lack of skills training staff (probably below 3%).
47. Unfortunately staff compensation eats up 92% of the entire Community College budget (with deleterious effects on provision of learning materials, provision and maintenance of infrastructure and equipment).
48. There is a need for a fairer distribution of staff throughout the provinces, districts, CLCs and SCs, provision of Information and Communication Technology (ICT) to all educators and trainers, and a need to eliminate ghost lecturers.
49. A large expansion of the skills training programme in Community Colleges will require an increase in the number of people capable of teaching in skills, community education and non-formal programmes.
50. Professionalisation can be built by more making use of retired adult educators as mentors and coaches and rebuilding university capacity to train adult educators (through qualifications, short courses and capacity to do RPL, and instituting a research chair).

For skills trainer training Community Colleges should work with TVET Colleges (to train trainers and supply short course lecturers) and work in collaboration with SETAs (such as the Construction Education and Training Authority (CETA)).

With Community education the Colleges need to work with non-profit organizations (NPOs), trades unions, community-based organizations (CBOs), and faith-based organizations (FBOs) to advance community and civic education, including voter education, through non-formal courses and initiatives.

4e Human Resources appointments and development

51. DHET has to build the management and administration of human resources to deliver efficient and effective services to the learners in Community Colleges To this end, DHET has to develop the capacity to support the learners and educators, administer teaching and learning, and deliver credible examinations and results. In addition, as society moves towards new technologies and data science, the CET sector has to look for support staff with high technical proficiency.
52. Principals and deputy principals must have proper qualifications, leadership skills, financial management, data analysis, and general project management skills.
53. Educators and Trainers need administrative support and there is a need to appoint to permanent staff CLC managers as a priority. There must be avoidance of lecturers doubling up as administrators increasing their already heavy workload, unless proper agreed upon as part of their workload. A district model of community colleges should at least have one administrator to support different CLCs.

4f Organizing volunteers

54. A Community College stands to gain a lot by using a volunteering system in its development and provision of services. Volunteering services must be considered as an important element in the establishment, building and expansion of the institution. However, to obtain maximum benefits, this function must be organised and managed systematically by the College.

5 Support systems and services

5a Education Management Information System

55. Past weaknesses and existing problems in obtaining timeous data on enrolments and staff have been acknowledged and significant improvements and developments in the DHET Management Information System (MIS) made. However there seems to be a silo effect between central DHET MIS section and CET Branch directorates.
56. Currently, gaining accurate data takes much too long and but little done yet to look at attendance, drop-out and correlation of student attendance and results with centres and lecturers.
57. There is a noticeable lack capacity nationally and provincially to analyse data and make management decisions in response.
58. Proposals for enhancement make the assumption that there will be an increasing improvement in the Information and Communication Technology (ICT) infrastructure available in the system, though currently this is very inadequate and needs a project similar to that done with the TVET Colleges.
59. Main proposals are:
- Enhancing the existing EMIS system now via better enforcement of current data collection and via pilots of wider data collection and its display.
 - The Department of Basic Education must disaggregate its Amended Senior Certificate data so that genuine CET system enrolled student data can be examined.
 - Ensure that effective interfaces between DHET student enrolment and lecturer (including PERSAL) databases and the DHET's and DBE's examination data and new attendance data are designed and implemented.
 - Employment of part-time staff to do correlational analyses of the numerical data and this data analysis and research capacity is built either within the DHET or subcontracted to a public university.
 - Evaluation of the usefulness of the various occasional monitoring and evaluation instruments and how they could be used as data sources.

5b Learning materials

60. A history of failure to ensure availability of learning materials for the academic programme for ABET, GETC and the Senior Certificate and a failure to budget for materials (it all goes on salaries). programmes. (Compare the successes of the Department of Basic Education's *Kha Ri Gude* literacy campaign and workbooks for primary schools delivered to every learner.)
61. Online provision is totally unrealistic in current circumstances.
62. Learning materials proposals are:
 - Full range of learning materials (including readers and prescribed language texts) to be developed or existing materials procured for ABET (AET 1 to 4) and Senior Certificate.
 - NASCA (current curriculum) materials have already been developed but not printed. These need to be revised and made available.
 - Two materials development options to be considered:
 - » Teams set up by DHET to develop (along *Kha Ri Gude* and DBE workbook model) [our preferred option].
 - » Partnership with Publishers Association of South Africa.
 - Plan for the distribution of materials (following the *Kha Ri Gude* and DBE workbook delivery model).

5c Partnerships

63. Current partnerships, though positive, appear to be ill-defined (many simply nominal or are donor arrangements) and largely head office managed.
64. Build up capacity at the Community college level to establish, register, manage and maintain partnerships.
65. Being able to develop partnerships requires clarifying the powers of Community Colleges in relation to CLCs and even satellite centres.
66. Ongoing monitoring and evaluation of existing partnerships is needed.
67. Much better engagement with the Department of Labour, other national and local government entities, the SANDF, and employment agencies is needed.

5d Student Support

68. Community Colleges must develop structured, systematic and well managed career guidance and academic and employment placement services for all students and the local community.
69. Guidance programmes should be able to cater for the different types of enquirers – students coming from school, those preparing to seek employment, people in mid-career, career changers, and people who have lost jobs.
70. Colleges should make use of the DHET's National Career Advise Portal – *Khetha*.

5e Employment services

71. A Community College must play an active role in linking and bringing some employment services for its students and communities to its institutional sites. Activities could include:
- Preparation of students for job searching – CV writing; Interview skills; searching, etc.
 - Have virtual and physical links with the Department of Labour, and with the District or Metropolitan and Local Municipality regularly regarding economic development initiatives coming to the community and how the community can be a priority consideration for employment.
 - Linking the college with major local employers, advertising what the College or CLC can offer and understanding the labour market demands locally.

6 Continuing Education and Training Act review

72. The recommendations of the Task Team lead inevitably to the need for a replacement for those parts of the Continuing Education and Training Act that apply to the CET system. The new or revised Act's construction must be built on an accurate analysis of the reality of the situation and the evidence of the data and informed advice.
73. A review of the Act, already under consideration by the DHET, must look afresh at the fitness for purpose of the Act and change those unfortunate aspects of the Act which may have rapidly achieved the centralization of the old state adult education system by merger and imitating TVET College legislation but are organizationally dysfunctional. The review needs to be comprehensive, involve all stakeholders and be truly imaginative and consultative.

The new legislation will need to look at the legislative requirements for a partnerships with TVET Colleges.

7 Transition from the current system

74. The original vision and policy for the Community Colleges was for one in each district supporting a manageable set of associated Community Learning Centres and Satellite Centres. The current so called "Community College" structures were originally envisaged as interim administrative hubs. Regaining movement towards that vision requires impetus.
75. There are current constraints on a transition to a genuine campus-based Community College system. In particular the financial foundation is weak and there appears to have been a paralysis on this front going back to 1995. Serious costing exercises will have to be undertaken.
76. Hence we envisage two scenarios:
- **Scenario One** has a more or less unchanged or at best doubled financial base and the Satellite Centres remain the actual heart of the system. Targets for growth will be extremely modest. At best there will be some upgrading of a small percentage of Community Learning Centres to low-cost district based Community Colleges. To improve usefulness and quality there will be a slow but steady transition to a programme mix which incorporates skills training, business development, and

community education, a better balance between staffing costs and learning support (learning materials, maintenance, student support, career guidance, etc.) (which may necessitate some staff reductions but also more full-time staff), and the production of systematic study material and teacher guides for the GETC and Senior Certificate programmes. Much reliance will be placed on partner support and attempts will be made to form partnerships with local TVET Colleges for skills programmes.

- **Scenario Two** assumes that political will and long-term insight combine to see the necessity for the state to address the situation of there being more young NEETs than there are people in Post School Education and Training (and to fulfil the promise of the Bill of Rights to provide Adult Basic Education to whoever needs it).
- That change a given, then the transition to a truly effective Community College system would require:
 - » The leadership of the change to have a campaign project orientated mindset and matching operating procedures (it can be done as the *Kha Ri Gude* adult literacy campaign showed)
 - » A serious attempt to set up a several pilot campus-based Community Colleges in key districts.
 - » A robust monitoring and evaluation process so that the transitional processes can generate immediate learning and remedial actions.
 - » The implementation of many of the recommendations in this report.

77. The Task Team looked at a number of permutations of Programme mix costings and came to the conclusion that the only viable one necessitated a doubling of the current budget of approximately R2.8 billion.

8 Conclusions

78. The Task Team concluded that the main challenges that had to be addressed were:

- The system as a whole, in spite of improvements consequent of the 2015 function shift, is not performing optimally or growing
- Its shape, in spite of an enhanced administrative hub per province, was that of the old Public Adult learning Centre system, with no actual district based Community Colleges.
- There remains an ongoing paralysis in gaining adequate funds for even the existing system, let alone its massification.
- The NEETs will continue to be with us for the foreseeable future and need to be served.

79. The promising outlooks are that many of the specific recommendations in this report are already anticipated in policy and thinking in the DHET. Clear priorities are:

- rebalancing of the distribution of the budget (it cannot all go on educator salaries)

- rebalancing of the programme mix must see skills training and entrepreneurship development have a large scale increase (as was demanded by the Community Education and Training Skills Summit of 2022).
 - qualifications need reconfiguration.
 - learners need study materials and support.
80. This report in essence proposes a move towards a (re)building of the system through the local enhancement of existing provision at CLCs and rapidly developing a network of Community Colleges (however modest they are) in district after district. Such institutions need a true identity as providers to the local community. Understandably such a move will require a substantial doubling or more of the monies devoted to community education and training.

Key recommendations

81. The transformation of the CET system must be based upon a holistic view that it includes education, skills training and community education as mutually reinforcing components, if the situation of inequality, spatial exclusion and poverty is to be addressed.
82. Unless the budget for the current system is at least doubled, improvements will be at best a minor tinkering and plans for massification will have to be abandoned. Serious massification to eventually reach a million participants will require in the order of a sevenfold increase.
83. The current Community College system has not adhered to the original policy plan of establishing a set of locally-based community colleges. This policy and vision must have an accelerated implementation.
84. It is vital that the local Community Colleges have a real institutional identity and appropriate powers.
85. There should be partnerships with TVET Colleges and suitable state, NPO, and business partners.
86. The general education component requires substantial curricular reconfiguration to meet the needs of adults and youth with inadequate schooling.
87. The effectiveness and efficiency of the current General Education teaching staff must be drastically improved (including a better educator:learner ratio and programme results).
88. To enable recruitment of skills trainers, the employment qualifications and other requirements (currently related essentially to the General Education component) need to be revised.
89. Management capacity needs to be rapidly enhanced.
90. Learning materials are a must and must be budgeted for and provided.
91. The Management Information System has to be enhanced and its data analysed and used for timeous decision making.
92. The Continuing Education and Training Act needs to be revised.

More detailed recommendations on the specifics are provided in an Appendix.

Abbreviations and acronyms

ABE	Adult Basic Education
ABET	Adult Basic Education and Training
ABET 1	ABET level 1 equivalent to school grades 1 to 3 = AET 1
ABET 2	ABET level 1 equivalent to school grades 4 to 5 = AET 2
ABET 3	ABET level 1 equivalent to school grades 6 to 7 = AET 3
ABET 4	ABET level 1 equivalent to school grades 8 to 9 = AET 4
ACET	Adult and Community Education and Training
AET	Adult Education and Training
AET 1	DHET term for ABET level 1
AET 2	DHET term for ABET level 2
AET 3	DHET term for ABET level 3
AET 4	DHET term for ABET level 4
ASECA	A Secondary Education Curriculum for Adults
ARPL	Artisan Recognition of Prior Learning
ASC	Amended Senior Certificate
CAPS	Curriculum Assessment Policy Statements
CBO	Community Based Organization
CC	Community College
CET	Community Education and Training
CET	Continuing Education and Training
CETA	Construction Education and Training Authority
CETC	Community Education and Training College
CETCAE	Community Education and Training College Administrative Centre
CETMIS	Community Education and Training Management Information System
CHE	Council on Higher Education
CHIETA	Chemical Industries Education and Training Authority
CIE	Catholic Institute for Education
CLC	Community Learning Centre
COSATU	Congress of South African Trade Unions
CPD	Continuous Professional Development
DBE	Department of Basic Education
DHET	Department of Higher Education and Training
DOE	Department of Education
DOL	Department of Labour
DSBD	Department of Small Business Development
DTAE	Department of Technical and Adult Education
DVV	Deutscher Volkshochschul-Verband e.V., the German Adult Education Association

EA	Educator Assistant
EEA	Employee Equity Act
EMIS	Education Management Information System
ERA	Easy Reading for Adults
ETDP	Education Training and Development Practices
FAO	Food and Agriculture Organization (of the United Nations)
FET	Further Education and Training
FETC	Further Education and Training College
FBO	Faith-Based Organization
GETC	General Education and Training Certificate
GETCA	General Education and Training Certificate for Adults
GETC: ABET	General Education and Training Certificate: Adult Basic Education and Training
HETMIS	Higher Education and Training Management Information System
HRD	Human Resources Development
ICT	Information and Communication Technology
IDP	Integrated Development Plan
IEB	Independent Examinations Board
ILO	International Labour Organization (of the United Nations)
IOPSA	Institute for Plumbing South Africa
IT	Information technology
ITT	Initial Teacher Training
LSS	Lecturer Support System
LTSM	Learning and Teaching Support Material
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
NADSC	National Artisan Development Support Centre
NAMB	National Artisan and Moderation Body
NASCA	National Senior Certificate for Adults
NATED	National Accredited Technical Education Diploma
NDP	National Development Plan
NEET	Not in Employment, Education or Training
NEMISA	National Electronic Media Institute of South Africa
NGO	Non-Governmental Organisation
NLRD	National Learners' Records Database
NOLS	National Open Learning System
NPC	National Planning Commission
NPO	Non-Profit Organisation
NQF	National Qualifications Framework
NSC	National Senior Certificate
NSF	National Skills Fund
NSFAS	National Student Financial Aid Scheme

OBE	Outcomes-Based Education
OECD	Organisation for Economic Co-operation and Development
PALC	Public Adult Learning Centre
PERSAL	Personal and Salary Administration System
PIRLS	Progress in International Reading and Literacy Study
PLP	Pre-vocational Learning Programme
POE	Portfolio Of Evidence
PQM	Programme and Qualifications Mix
PSET	Post School Education and Training
PYEI	Presidential Youth Employment Initiative
QC	Qualifications Council
QCTO	Qualifications Council for Trades and Occupations
RPL	Recognition of Prior learning
SACPO	South African Public Colleges Organisation
SALDRU	Southern Africa Labour and Development Research Unit
SANDF	South African National Defence Force
SAQA	South African Qualifications Authority
SC(A)	Senior Certificate (Amended)
SCMP	Second Chance Matric Programme
SEDA	Small Enterprise Development Agency
SETA	Sector Education and Training Authority
SMME	Small, Medium and Micro Enterprise
SRC	Student Representative Council
TVET	Technical and Vocational Education and Training
TVETC	Technical and Vocational Education and Training College
Umalusi	Council for Quality Assurance in General and Further Education and Training
UNHCR	The United Nations High Commissioner for Refugees
UNISA	University of South Africa
USA	United States of America
USAf	Universities South Africa
WBL	Work-Based Learning
WBPL	Work-Based and Placement Learning
WIL	Work-integrated Learning

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These acknowledgments do of course extend to all the members of the management of the nine Community Colleges, their Council members, SRC members, trades union representatives, and the heads of Community Learning Centres that were visited. To all these gracious people whom the Task team met who did presentations to the Task team and whom members of the Committee interacted with on site visits to institutions and centres in visits to provinces.

Also, to be thanked is the Catholic Institute for Education who made their premises available for some of our Task Team meetings.

Foreword

On behalf of the Ministerial Task Team (on the Development of a Comprehensive Implementation Plan as a response to the outcomes of the Community Education and Training Skills Summit) we wish to express our gratitude to the Minister of Higher Education and Training, Dr Blade Nzimande, M.P., for affording us an opportunity to make this contribution that we hope will strengthen the Community Education and Training sector. Since being appointed as Minister of Higher Education and Training in 2009, Dr Nzimande has brought the importance of this sector further forward and overseen the beginnings of the establishment of Community Colleges. Adult education was previously often neglected in budget allocations and development initiatives in various provinces. It is of utmost importance to ensure that the planned for colleges are appropriately resourced and developed to enable them to fast-track the delivery of general education and skills training that will assist in the strengthening the economy and enhance social mobility and civic awareness.

As cited in this report, the role of community education and training is particularly crucial to the development of the country's undereducated adults and out-of-school youth. The Community Colleges could provide access to many marginalised South Africans what they need by way of education and skills to improve their quality of life. These Colleges will play a crucial role in addressing the more than three million NEETs, which are the youth between the ages of 18 to 24 who are not in employment, education or training, who total far more than all the young people currently in post-school education and training institutions.

The past disappointing outputs from the adult education and training system have been attributed to inadequate resourcing, a dire need for capacity development, lack of appropriate learning support materials, absence of appropriate student support services, inappropriate programmes and poor coordination of efforts. It is imperative that the Government's efforts will have to be supplemented with investments from local government as well as the private sector, the National Skills Fund (NSF) and the Sector Education and Training Authorities (SETAs). It is imperative that a balance be achieved in resource allocations and development initiatives for the various programme forms and components of the post-school education and training system. More resources have to be mobilised from more sectors of society to put these Community Colleges on a healthy growth trajectory offering relevant and high-quality programmes with much higher rates of student success.

The final stages of the work of the Task Team were saddened by the death of Professor Peliwe Lolwana, its Chairperson and leader. Her inspiring example and tireless energy in working for a better deal for the marginalised and poor of the land will continue to inspire us. May she rest in peace.

John Aitchison

Acting Chairperson

Khaya Matiso, Takalani Tshabalala, Janice Seland, Mondli Hlatshwayo

Members



In memoriam
Peliwe Lolwana

Executive summary

Preamble

1. This is the Report of the Task team set up by the Minister of Higher Education and Training in early 2023 to work on the development of a comprehensive implementation plan in response to the outcomes of the Community Education and Training (CET) skills summit of 2022. The Task Team comprised Professor Peliwe Lolwana (Chairperson), Mr Khaya Matiso, Associate Professor Mondli Hlatshwayo, Dr Takalani Tshabalala, Ms Janice Seland, and Professor John Aitchison.
2. The Task Team records its sadness at the passing of Peliwe Lolwana in December 2023 when her outstanding work in steering the Task Team was nearly completed. She is a great loss to the whole education and training sector.
3. Though the Skills Summit of 2022 prioritized skills development, of necessity the Task Team had to address the entire configuration of the CET system, if the recommendations of the Skills Summit are to be addressed.

1 Introduction

4. South Africa remains a very unequal society characterized by income inequality, exacerbated by high unemployment and disparities in education levels, resulting in a “differentiated citizenship”.
5. Spatial problems, inherited from the apartheid era remain increase the marginalization of sections of the population. This has an ongoing impact on the access to education and training in general and Community Education and Training in particular.
6. Providing more equal distribution of educational opportunities makes it a priority to increase access via Community Colleges. Education and training form perhaps the most important precondition for development and there are evident synergies between strategies for promoting education and reducing poverty. Education for All cannot be achieved through primary schooling alone, adult education is necessary in developing societies, and, in respect of adult basic education, a constitutional imperative.
7. The introduction of Community Colleges from 2015 was to take a phased approach and would be preceded by a pilot process to help inform further development of the concept and its roll- out throughout the country to a Community College per district. It was envisaged that the Community Colleges would have a headcount enrolment of one million by 2030. But to date the developments of a Community College system have been disappointing. By 2022, the enrolments had declined to a mere 143 000 students and no actual Community College campuses had been developed.
8. The Minister of Higher education and Training called a Community Education and Training Skills Summit in 2022 to understand the issues in this sector and to focus on more skills development and this led to the setting up of this Task Team.

9. The Task Team analysis of the problems led to recommendations about the following:
Building visible institutions with clear identities in local communities; Diversification of provision to cater for a wide range of learners and stakeholders, for now and in the future; Support for gainful employment, local businesses, and livelihoods; Partnerships that work and the roles of stakeholders; and Staffing for governance, management, administration, teaching and training Institutional identity and building.
10. The Task Team analysis also concluded that effective skills development has to go hand in hand with more effective general education for adults and out-of school youth, they are not dissonant but complementary.

2 Institutional identity building

11. The Minister of Higher Education, Science, and Innovation's vision of the Community College system is that of an institution with a clear institutional identity that is dynamically linked to the communities they serve and that addresses challenges in communities by working towards the implementation of mass skills programme interventions. Beyond the above vision of the Community College, there is little on the ground that bears evidence to purposeful attempts to achieve this vision.
12. The main building blocks for an institution are:
 - The identity of the institution
 - The physical character of the institution
 - Human Resources Development, and
 - Linking the institution with the communities.
11. In the South African Post School Education and Training (PSET) sector, the Community College is the only institution with a clear community orientation. How the physical infrastructure is established, how the human resources are established and how the institution finds its links with the community it serves, must always be bound within the community development identity.
12. In order to develop the poor communities, it is important to have targeted interventions that have physical presence close to the individuals. This physical presence will not only help with the visibility to the recipients but establish the capacity of local actors to have a voice in the further development of this institution.
13. The need to move with speed in implementing a district-based model was echoed by all stakeholders the Task Team consulted with, as the current provincial system does not seem to be working well. The DHET has already started to identify suitable sites.
14. Institution building options include:
 - Community Learning Centre (CLC) be established or enhanced in each local municipality and the Satellite Centres (SCs) sited in wards.
 - Substantial centres (that is, that have adequate student numbers, a varied programme mix, and local community linkages) should become through enhancement actual Community Colleges. The DHET has already identified some 11 such centres.
 - It is important to have a physical presence on the ground and currently owned structures should be refurbished and repaired.

- Some Community Colleges should be anchored in local Technical Education and Vocational Training (TVET) Colleges and agricultural Colleges and include the community education mission to create a continuum of provision from the lowest levels to the highest in technical and vocational education and training.
 - The Community Colleges should also partner with other providers of community education and training.
 - The option of having mobile units should be considered.
15. The Triple Helix model (of interaction between Community College (Government) Industry and University) should be adopted. A local university should dedicate time to the development of a Community College institution.

3 Programme mix

16. The Task team has proposals relating to General education, Skills programmes, Business Development, and Community Education and Services

3a General education

17. The architecture of the whole of South African educational policy is built around this notion that citizens will have an institution where a range of programmes that cater to individual needs, intellectual growth and skills can be obtained. **General Education** is that ingredient that will make this possible.
18. The **General education** recommendations rest upon the finding that the current General Education and Training Certificate (GETC) for adults is not fit for purpose and should be phased out and replaced by a General Education Certificate that concentrates on core skills of reading, numeracy and useful general knowledge rather than mimicking a primary school curriculum and adding a few weak skills subjects. Hence the qualification composition and requirements for certification should be revisited by curriculum and subject experts and Assessment Guidelines, Assessment Exemplars and Subject Manuals developed. A framework should be established for moving the GETCA assessment system to an Item Bank system. A review of the GETCA framework and moving to a General Education Certificate must be done and gazetted as soon as possible.
19. The **Second Chance Matric Programme** (SCMP) for youth who have recently failed or dropped out of Senior Certificate studies, should be continued and enhanced and better managed and administered, in close collaboration with the Department of Basic Education. Guidelines should be developed for the implementation and monitoring of the SCMP in Community Colleges. In addition, a diagnostic placement test should be developed as well as a tutoring system and materials.
20. The **National Senior Certificate for Adults** (NASCA) should be rapidly implemented, including the development of an assessment system, a revised curriculum and the production of the learning materials. There should be brokering of the new qualification with the end users such as Universities South Africa (USAf) the South African Public Colleges Organisation (SACPO) and Employer organisations and the programme should be piloted over three years. The new qualification needs to be widely popularised.
21. The already piloted **Pre-Vocational Programme** should be offered to provide orientation of students to technical and vocational skills (and enabled to cope when they enter a

TVET College). It should have only four subjects: Foundational English, Foundational Mathematics (not Mathematical Literacy), Foundational Science and Foundational Life Skills and Technology.

3b Skills programmes

22. Currently there is a lack of skills programmes being provided in the CET College system (nor the staffing capacity to potentially teach them or the finance to sustain them).
23. In addition there are confusions about terminology and challenges surrounding the qualification accreditation of skills programmes through Sector Education and Training Authorities (SETAs) and the Qualification Council for Trades and Occupations (QCTO) and compliance with their regulations. There is also a lack of central coordination of skills programmes.
24. A range of proposals are made (somewhat premised on a new dedicated skills training unit being set up in the DHET's CET Branch):
 - A new dedicated skills training unit in the DHET's CET Branch that is separate from General education programmes to ensure the provision of key resources. This unit is to identify and develop short skills that are universally high in demand and do not require extensive infrastructure.
 - Research be undertaken to map regional and local skills training demand in the local formal and informal economy.
 - Research be undertaken to determine and provide the briefs for a package of short skills courses leading to qualifications and develop guides to accreditation of courses.
 - Develop work-based and placement learning (WBPL) as a component of courses and to be recognised within the formal and informal local economies and within the CET centres.
 - Include an effective Life Skills programme in all skills training to assist learners to gain required soft skills to assist them to thrive.
 - A quick roll out across multiple centres of short skills courses including catering, agriculture, cell phone repairs, appliance repair, nail technician, etc.
 - Prioritize construction skills courses including brick making, handy person, maintenance and repairs to be prioritized in order to help in the building of infrastructure in the colleges and local communities.
 - SETAs, the QCTO and National Skills Fund (NSF) to provide capacity building and support especially in guiding the accreditation and funding of courses.
 - Accredite short skills courses leading to full qualifications that include theory, extensive practical experience, assessments, assignments and workplace experience and work-based placed learning (WBPL) opportunities to be recognised within the formal and informal local economies and within the centre itself
 - Ensure the supply of good quality learning materials obtained or developed in collaboration with TVET Colleges and QCTO source good existing material from skills providers to reduce cost and ensure quality.

- Improve collaboration with the Industry Standard Bodies like the Institute of Plumbing South Africa (IOPSA) and the National Building Initiative.
25. Because the existing teaching staff of Community Colleges are invariably only experienced in general education teaching, the following proposals are made:
- The DHET CETC branch develops an alternative set of academic/occupational requirements for the appointment of suitable short skills course facilitators
 - Explore partnerships between the Community Colleges and TVET Colleges and local non-profit providers
 - Identify local artisans in the community for short, part-time work
 - Community Colleges identify suitable current ABET lecturing staff who could be trained to run accredited skills training courses.
 - Recent qualified TVET College students could also be contracted to offer certain short courses.
 - An effective system of Artisan Recognition of Prior Learning (ARPL) for Lecturers and students is required.
26. Because of the necessity and urgency of the partnerships with the TVET Colleges there must be negotiations with the TVET Branch in the DHET with the aim of piloting the use of TVET college campuses to introduce skills programmes in CET.
27. The DHET should develop an appropriate funding model for provision of short|skills courses that is not based on the current learnership model which requires stipends to be provided to learners. The costings should be based on the course offered and not on a standard formula and take into account the capacity of workshops, fixed and variable costs

3c Business development

28. The Community Education and Training operating environment is one in which more than half those aged between 15 and 34 are Not in Education, Employment or Training (NEET). This is one of the biggest problems for South Africa. The lack of jobs and further education ultimately leads to higher crime, increased violence, and a less productive society with impoverished people.
29. Currently there are three entrepreneurship programmes from the Small Enterprise Development Agency (SEDA) at NQF level 2 approved by the DHET. Otherwise the CLCs throughout the country do not have a standardised method of offering business “survival programmes”, nor is there emphasis placed on the CLCs to provide such programmes. A few centres have short courses in such things as sewing, beadwork, basic computer literacy, food gardening and learner’s driver license preparation. There is minimal staff capacity to run skills training programmes and therefore the impact of the CLCs within the community is very small.
30. Within the context of the broader skills training programme there is the need for units or hubs at selected sites to develop entrepreneurship skills. A description of the set up and management of such hubs is provided. This chapter gives details of such a standardised programme to provide support to existing business people and to those who want to start a business. Examples are given of typical courses that could be offered.

31. The Community College should also give support to cooperative associations and informal traders and descriptions are provided of such programmes.

3d Community education and services

32. Currently there is a paucity of community education outreach or understanding of what it is in spite of the international evidence of the importance of community education for development.
33. Examples of (usually non-formal) community education which should be supported are: General Civic Education (including Voter education), Public Services Information, Basic Skills and upgrading of skills for development and livelihoods (including agriculture, environmental education and health education), Upgrading skills for livelihoods and development and Support to the development of businesses and cooperatives.
34. The CET sector should work with non-governmental organizations (NGOs), trades unions, and universities to design programmes and courses to advance community and civic education and also report on this work.

4 Governance, Management, Administration, and Staffing

4a Governance

35. The current Community College governance system was not designed to handle the governance of a multitude of small centres (there were 200 CLCs and 1 591 SCs in 2020). These local sites have virtually no governance powers at all and have to be governed at a distance.
36. The idea of establishing a district-based Community College must be implemented with a strong governance system that is also based in the district. It is this district-based governance that will entrench the local identity and character of the college. The Act that established the Community Colleges needs amendment. There is a need for effective governance at the district level through the establishment of new district-based College Councils.
37. The improvement of management capacity can be expedited through training in corporate governance.
38. There is a need for a provincially based oversight office (at a Regional DHET office) to focus on strategic coordination, support to newly established colleges, mentoring of management staff, liaison with the national CET Branch, monitoring the implementation of national policy, norms and standards, and engaging with relevant provincial bodies such as the SETA Forum, the Human Resources Development (HRD) Council and provincial state departments.

4b Management

39. Currently each Community College is governed by a Council of 16 members. The College Principal is responsible for the management of the college at provincial level, and is supported by Deputy Principals for Academic, Finance and Corporate Services. At a local level Community Learning Centres are managed by Centre Managers, supported by Satellite Centre Managers. Each College has an elected Student Representative Council (SRC).
40. The Task team found that the current management had inadequate strategic engagements with stakeholders such as SETAs, TVET Colleges, universities, state departments and employers. There were general concerns and complaints about lack of leadership and management on the parts of head of units at various levels. The complaints frequently relate to inadequate staffing at centre and district levels, and lack of managers in key units.
41. The solution is to embark on a continuous improvement process and professionalisation, aimed at enhancing management capacity by:
- Establishment of Heads of Department at all Colleges and CLCs to deal with priority areas (such as Academic programmes, Skills training programmes, Examinations and Assessment, Projects, Student Support Services, Finance, Information systems, and Facilities).
 - Clear specifications of management tasks at each level.
 - Rigorous prioritisation should be aimed at reallocation of resources to follow these priorities.

4c Administration

42. The South African government is famous for its ability to develop policies that are forward looking and have a great potential to take the country to the next level of development. However, the weakness in government has to do with its lack of ability to implement its vision reflected in its policies.
43. Therefore, the CET system, must at all stages of the implementation, have individuals in its administration of this project who have capacity for Planning, Project leadership, Project management and administration, and Project evaluation. This must be so at provincial and centre levels.
44. Every College centre needs some administrative capability to help students and communities as they enrol – collect the right data and monitor attendances. The administrators must be able to follow up on defaulting students as well as those struggling and needing extra support. Further, the success of a College will depend on the quality of data regularly collected to make meaning of the interventions made and report to the project leaders about the project. The system cannot be developed without strong administrative capacity at College level.

4d Educators and Trainers

45. The Conditions of Service for educators has improved with many more now permanent (though mainly part-time, which remains a problem).
46. The current situation is one of a shortage of staff with appropriate and full qualifications (at National Qualifications Framework (NQF) level 6 or above) and competencies, and, in certain areas, an unsustainable low ratio of educators to learners (on average 1:13). What staff training has been done has only been for the academic stream. There is an almost total lack of skills training staff (probably below 3%).
47. Unfortunately staff compensation eats up 92% of the entire Community College budget (with deleterious effects on provision of learning materials, provision and maintenance of infrastructure and equipment).
48. There is a need for a fairer distribution of staff throughout the provinces, districts, CLCs and SCs, provision of Information and Communication Technology (ICT) to all educators and trainers, and a need to eliminate ghost lecturers.
49. A large expansion of the skills training programme in Community Colleges will require an increase in the number of people capable of teaching in skills, community education and non-formal programmes.
50. Professionalisation can be built by more making use of retired adult educators as mentors and coaches and rebuilding university capacity to train adult educators (through qualifications, short courses and capacity to do RPL, and instituting a research chair).

For skills trainer training Community Colleges should work with TVET Colleges (to train trainers and supply short course lecturers) and work in collaboration with SETAs (such as the Construction Education and Training Authority (CETA)).

With Community education the Colleges need to work with non-profit organizations (NPOs), trades unions, community-based organizations (CBOs), and faith-based organizations (FBOs) to advance community and civic education, including voter education, through non-formal courses and initiatives.

4e Human Resources appointments and development

51. DHET has to build the management and administration of human resources to deliver efficient and effective services to the learners in Community Colleges To this end, DHET has to develop the capacity to support the learners and educators, administer teaching and learning, and deliver credible examinations and results. In addition, as society moves towards new technologies and data science, the CET sector has to look for support staff with high technical proficiency.
52. Principals and deputy principals must have proper qualifications, leadership skills, financial management, data analysis, and general project management skills.
53. Educators and Trainers need administrative support and there is a need to appoint to permanent staff CLC managers as a priority. There must be avoidance of lecturers doubling up as administrators increasing their already heavy workload, unless proper agreed upon as part of their workload. A district model of community colleges should at least have one administrator to support different CLCs.

4f Organizing volunteers

54. A Community College stands to gain a lot by using a volunteering system in its development and provision of services. Volunteering services must be considered as an important element in the establishment, building and expansion of the institution. However, to obtain maximum benefits, this function must be organised and managed systematically by the College.

5 Support systems and services

5a Education Management Information System

55. Past weaknesses and existing problems in obtaining timeous data on enrolments and staff have been acknowledged and significant improvements and developments in the DHET Management Information System (MIS) made. However there seems to be a silo effect between central DHET MIS section and CET Branch directorates.
56. Currently, gaining accurate data takes much too long and but little done yet to look at attendance, drop-out and correlation of student attendance and results with centres and lecturers.
57. There is a noticeable lack capacity nationally and provincially to analyse data and make management decisions in response.
58. Proposals for enhancement make the assumption that there will be an increasing improvement in the Information and Communication Technology (ICT) infrastructure available in the system, though currently this is very inadequate and needs a project similar to that done with the TVET Colleges.
59. Main proposals are:
- Enhancing the existing EMIS system now via better enforcement of current data collection and via pilots of wider data collection and its display.
 - The Department of Basic Education must disaggregate its Amended Senior Certificate data so that genuine CET system enrolled student data can be examined.
 - Ensure that effective interfaces between DHET student enrolment and lecturer (including PERSAL) databases and the DHET's and DBE's examination data and new attendance data are designed and implemented.
 - Employment of part-time staff to do correlational analyses of the numerical data and this data analysis and research capacity is built either within the DHET or subcontracted to a public university.
 - Evaluation of the usefulness of the various occasional monitoring and evaluation instruments and how they could be used as data sources.

5b Learning materials

60. A history of failure to ensure availability of learning materials for the academic programme for ABET, GETC and the Senior Certificate and a failure to budget for materials (it all goes on salaries). programmes. (Compare the successes of the Department of Basic Education's *Kha Ri Gude* literacy campaign and workbooks for primary schools delivered to every learner.)
61. Online provision is totally unrealistic in current circumstances.
62. Learning materials proposals are:
 - Full range of learning materials (including readers and prescribed language texts) to be developed or existing materials procured for ABET (AET 1 to 4) and Senior Certificate.
 - NASCA (current curriculum) materials have already been developed but not printed. These need to be revised and made available.
 - Two materials development options to be considered:
 - » Teams set up by DHET to develop (along *Kha Ri Gude* and DBE workbook model) [our preferred option].
 - » Partnership with Publishers Association of South Africa.
 - Plan for the distribution of materials (following the *Kha Ri Gude* and DBE workbook delivery model).

5c Partnerships

63. Current partnerships, though positive, appear to be ill-defined (many simply nominal or are donor arrangements) and largely head office managed.
64. Build up capacity at the Community college level to establish, register, manage and maintain partnerships.
65. Being able to develop partnerships requires clarifying the powers of Community Colleges in relation to CLCs and even satellite centres.
66. Ongoing monitoring and evaluation of existing partnerships is needed.
67. Much better engagement with the Department of Labour, other national and local government entities, the SANDF, and employment agencies is needed.

5d Student Support

68. Community Colleges must develop structured, systematic and well managed career guidance and academic and employment placement services for all students and the local community.
69. Guidance programmes should be able to cater for the different types of enquirers – students coming from school, those preparing to seek employment, people in mid-career, career changers, and people who have lost jobs.
70. Colleges should make use of the DHET's National Career Advise Portal – *Khetha*.

5e Employment services

71. A Community College must play an active role in linking and bringing some employment services for its students and communities to its institutional sites. Activities could include:
- Preparation of students for job searching – CV writing; Interview skills; searching, etc.
 - Have virtual and physical links with the Department of Labour, and with the District or Metropolitan and Local Municipality regularly regarding economic development initiatives coming to the community and how the community can be a priority consideration for employment.
 - Linking the college with major local employers, advertising what the College or CLC can offer and understanding the labour market demands locally.

6 Continuing Education and Training Act review

72. The recommendations of the Task Team lead inevitably to the need for a replacement for those parts of the Continuing Education and Training Act that apply to the CET system. The new or revised Act's construction must be built on an accurate analysis of the reality of the situation and the evidence of the data and informed advice.
73. A review of the Act, already under consideration by the DHET, must look afresh at the fitness for purpose of the Act and change those unfortunate aspects of the Act which may have rapidly achieved the centralization of the old state adult education system by merger and imitating TVET College legislation but are organizationally dysfunctional. The review needs to be comprehensive, involve all stakeholders and be truly imaginative and consultative.

The new legislation will need to look at the legislative requirements for a partnerships with TVET Colleges.

7 Transition from the current system

74. The original vision and policy for the Community Colleges was for one in each district supporting a manageable set of associated Community Learning Centres and Satellite Centres. The current so called "Community College" structures were originally envisaged as interim administrative hubs. Regaining movement towards that vision requires impetus.
75. There are current constraints on a transition to a genuine campus-based Community College system. In particular the financial foundation is weak and there appears to have been a paralysis on this front going back to 1995. Serious costing exercises will have to be undertaken.
76. Hence we envisage two scenarios:
- **Scenario One** has a more or less unchanged or at best doubled financial base and the Satellite Centres remain the actual heart of the system. Targets for growth will be extremely modest. At best there will be some upgrading of a small percentage of Community Learning Centres to low-cost district based Community Colleges. To improve usefulness and quality there will be a slow but steady transition to a programme mix which incorporates skills training, business development, and

community education, a better balance between staffing costs and learning support (learning materials, maintenance, student support, career guidance, etc.) (which may necessitate some staff reductions but also more full-time staff), and the production of systematic study material and teacher guides for the GETC and Senior Certificate programmes. Much reliance will be placed on partner support and attempts will be made to form partnerships with local TVET Colleges for skills programmes.

- **Scenario Two** assumes that political will and long-term insight combine to see the necessity for the state to address the situation of there being more young NEETs than there are people in Post School Education and Training (and to fulfil the promise of the Bill of Rights to provide Adult Basic Education to whoever needs it).
- That change a given, then the transition to a truly effective Community College system would require:
 - » The leadership of the change to have a campaign project orientated mindset and matching operating procedures (it can be done as the *Kha Ri Gude* adult literacy campaign showed)
 - » A serious attempt to set up a several pilot campus-based Community Colleges in key districts.
 - » A robust monitoring and evaluation process so that the transitional processes can generate immediate learning and remedial actions.
 - » The implementation of many of the recommendations in this report.

77. The Task Team looked at a number of permutations of Programme mix costings and came to the conclusion that the only viable one necessitated a doubling of the current budget of approximately R2.8 billion.

8 Conclusions

78. The Task Team concluded that the main challenges that had to be addressed were:

- The system as a whole, in spite of improvements consequent of the 2015 function shift, is not performing optimally or growing
- Its shape, in spite of an enhanced administrative hub per province, was that of the old Public Adult learning Centre system, with no actual district based Community Colleges.
- There remains an ongoing paralysis in gaining adequate funds for even the existing system, let alone its massification.
- The NEETs were will continue to be with us for the foreseeable future and need to be served.

79. The promising outlooks are that many of the specific recommendations in this report are already anticipated in policy and thinking in the DHET. Clear priorities are:

- rebalancing of the distribution of the budget (it cannot all go on educator salaries)

- rebalancing of the programme mix must see skills training and entrepreneurship development have a large scale increase (as was demanded by the Community Education and Training Skills Summit of 2022).
 - qualifications need reconfiguration.
 - learners need study materials and support.
80. This report in essence proposes a move towards a (re)building of the system through the local enhancement of existing provision at CLCs and rapidly developing a network of Community Colleges (however modest they are) in district after district. Such institutions need a true identity as providers to the local community. Understandably such a move will require a substantial doubling or more of the monies devoted to community education and training.

Key recommendations

81. The transformation of the CET system must be based upon a holistic view that it includes education, skills training and community education as mutually reinforcing components, if the situation of inequality, spatial exclusion and poverty is to be addressed.
82. Unless the budget for the current system is at least doubled, improvements will be at best a minor tinkering and plans for massification will have to be abandoned. Serious massification to eventually reach a million participants will require in the order of a sevenfold increase.
83. The current Community College system has not adhered to the original policy plan of establishing a set of locally-based community colleges. This policy and vision must have an accelerated implementation.
84. It is vital that the local Community Colleges have a real institutional identity and appropriate powers.
85. There should be partnerships with TVET Colleges and suitable state, NPO, and business partners.
86. The general education component requires substantial curricular reconfiguration to meet the needs of adults and youth with inadequate schooling.
87. The effectiveness and efficiency of the current General Education teaching staff must be drastically improved (including a better educator:learner ratio and programme results).
88. To enable recruitment of skills trainers, the employment qualifications and other requirements (currently related essentially to the General Education component) need to be revised.
89. Management capacity needs to be rapidly enhanced.
90. Learning materials are a must and must be budgeted for and provided.
91. The Management Information System has to be enhanced and its data analysed and used for timeous decision making.
92. The Continuing Education and Training Act needs to be revised.

More detailed recommendations on the specifics are provided in an Appendix.

Abbreviations and acronyms

ABE	Adult Basic Education
ABET	Adult Basic Education and Training
ABET 1	ABET level 1 equivalent to school grades 1 to 3 = AET 1
ABET 2	ABET level 1 equivalent to school grades 4 to 5 = AET 2
ABET 3	ABET level 1 equivalent to school grades 6 to 7 = AET 3
ABET 4	ABET level 1 equivalent to school grades 8 to 9 = AET 4
ACET	Adult and Community Education and Training
AET	Adult Education and Training
AET 1	DHET term for ABET level 1
AET 2	DHET term for ABET level 2
AET 3	DHET term for ABET level 3
AET 4	DHET term for ABET level 4
ASECA	A Secondary Education Curriculum for Adults
ARPL	Artisan Recognition of Prior Learning
ASC	Amended Senior Certificate
CAPS	Curriculum Assessment Policy Statements
CBO	Community Based Organization
CC	Community College
CET	Community Education and Training
CET	Continuing Education and Training
CETA	Construction Education and Training Authority
CETC	Community Education and Training College
CETCAE	Community Education and Training College Administrative Centre
CETMIS	Community Education and Training Management Information System
CHE	Council on Higher Education
CHIETA	Chemical Industries Education and Training Authority
CIE	Catholic Institute for Education
CLC	Community Learning Centre
COSATU	Congress of South African Trade Unions
CPD	Continuous Professional Development
DBE	Department of Basic Education
DHET	Department of Higher Education and Training
DOE	Department of Education
DOL	Department of Labour
DSBD	Department of Small Business Development
DTAE	Department of Technical and Adult Education
DVV	Deutscher Volkshochschul-Verband e.V., the German Adult Education Association

EA	Educator Assistant
EEA	Employee Equity Act
EMIS	Education Management Information System
ERA	Easy Reading for Adults
ETDP	Education Training and Development Practices
FAO	Food and Agriculture Organization (of the United Nations)
FET	Further Education and Training
FETC	Further Education and Training College
FBO	Faith-Based Organization
GETC	General Education and Training Certificate
GETCA	General Education and Training Certificate for Adults
GETC: ABET	General Education and Training Certificate: Adult Basic Education and Training
HETMIS	Higher Education and Training Management Information System
HRD	Human Resources Development
ICT	Information and Communication Technology
IDP	Integrated Development Plan
IEB	Independent Examinations Board
ILO	International Labour Organization (of the United Nations)
IOPSA	Institute for Plumbing South Africa
IT	Information technology
ITT	Initial Teacher Training
LSS	Lecturer Support System
LTSM	Learning and Teaching Support Material
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
NADSC	National Artisan Development Support Centre
NAMB	National Artisan and Moderation Body
NASCA	National Senior Certificate for Adults
NATED	National Accredited Technical Education Diploma
NDP	National Development Plan
NEET	Not in Employment, Education or Training
NEMISA	National Electronic Media Institute of South Africa
NGO	Non-Governmental Organisation
NLRD	National Learners' Records Database
NOLS	National Open Learning System
NPC	National Planning Commission
NPO	Non-Profit Organisation
NQF	National Qualifications Framework
NSC	National Senior Certificate
NSF	National Skills Fund
NSFAS	National Student Financial Aid Scheme

OBE	Outcomes-Based Education
OECD	Organisation for Economic Co-operation and Development
PALC	Public Adult Learning Centre
PERSAL	Personal and Salary Administration System
PIRLS	Progress in International Reading and Literacy Study
PLP	Pre-vocational Learning Programme
POE	Portfolio Of Evidence
PQM	Programme and Qualifications Mix
PSET	Post School Education and Training
PYEI	Presidential Youth Employment Initiative
QC	Qualifications Council
QCTO	Qualifications Council for Trades and Occupations
RPL	Recognition of Prior learning
SACPO	South African Public Colleges Organisation
SALDRU	Southern Africa Labour and Development Research Unit
SANDF	South African National Defence Force
SAQA	South African Qualifications Authority
SC(A)	Senior Certificate (Amended)
SCMP	Second Chance Matric Programme
SEDA	Small Enterprise Development Agency
SETA	Sector Education and Training Authority
SMME	Small, Medium and Micro Enterprise
SRC	Student Representative Council
TVET	Technical and Vocational Education and Training
TVETC	Technical and Vocational Education and Training College
Umalusi	Council for Quality Assurance in General and Further Education and Training
UNHCR	The United Nations High Commissioner for Refugees
UNISA	University of South Africa
USA	United States of America
USAf	Universities South Africa
WBL	Work-Based Learning
WBPL	Work-Based and Placement Learning
WIL	Work-integrated Learning

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1

Introduction

An unequal society

After the demise of apartheid in South Africa, expectations were very high that the country would soon move towards an egalitarian society from which hierarchical societal structures caused by apartheid would vanish. This has not been the case and after three decades of post-apartheid society, three major problems seem to have entrenched themselves in the body and psyche of this nation, namely Inequality, Poverty and Unemployment. This happens despite the high social welfare bill that increases every year (Bosch, Rossouw, Claassen and du Plessis, 2010). The three challenges facing South Africa are intractably related to each other. They are also highly concentrated in a particular group of people in society, namely young, black individuals with less education.

Income inequality

According to May (1998) interest in the analysis of poverty and inequality has a long history in South Africa and started with the Carnegie Investigation on the poor Whites problem in South Africa in 1932. When the eradication of poverty in the white population was achieved, attention was again paid to the problem of poverty among Blacks and inequality by another Carnegie inquiry in the 1980s. This inquiry coincided with the period when anti-apartheid activities were at a peak, worldwide. Later, many agencies shone a spotlight on the issue of South Africa's unequal society and incomes of individuals, e.g., Southern Africa Labour and Development Research Unit (SALDRU) in 1993; the South African government and the World Bank in 1995 (May, 1998). One of the central conclusions drawn from these studies is that the distortions in economic markets and social institutions introduced by apartheid continue to create and reproduce inequality in the South African society.

Later studies on inequality in this society tended to focus on income distribution, with the assumption that an equalisation of income among the population is the solution. These studies, in general showed an accelerating schism between the high and low earners in the South African society (Simkins, 2004).

Unemployment and education

The main contributor to both poverty and inequality is the absence of employment and education levels have a significant influence on unemployment. For example, the highest percentage of unemployed youth are those who have not completed high school education. Young South Africans continue to occupy the highest rate in the unemployment group, with

youth aged between 15-24 and 25-34 recording the highest unemployment of 62.1% and 40.7% respectively. Lack of, or poor, educational and skills levels has been identified as a key contributor to the state of unemployment and underemployment, with the highest share being those who have not successfully completed high school (8%) as compared to those with Senior Certificate (3.7%) and university graduates (1.2%) (Statistics South Africa, 2023). This, according to Van Holdt, *et al.* (2011) results in “differentiated citizenship”.

Spatial problems

There have been studies coming mainly from the Northern hemisphere, which are concerned with the study of inequalities or social and economic exclusions that are represented by the spatial places where people live. For example, the United Kingdom for Employment and Skills has funded studies in spatial inequality and skills in a changing economy (Green, 2011). The City of London has commissioned a number of studies on its spatial economies and some studies are concerned with labour market segmentation and understanding of workless people from particular communities. In the United States of America, it seems that skills mismatch and spatial mismatch in metropolitan labour markets has been a focus of research by many scholars (Houston, 2005; Gobillon, Selod and Zenod, 2007). There has been some work done in this area by scholars from Australia like Weller (2008). The question we must ask is about the importance of this work for those who are concerned with inequalities in South Africa and how groups of people who live in the margins could be helped by understanding the particularities of inequalities that manifest themselves in specific spatial communities.

In South Africa, there is not much research known that tackles the issue of spatial inequalities in the context of the changing economy. Our labour market studies only give us average statistics about many of the problems we want to address, like unemployment rates, educational achievements, growing economic sectors, etc. This happens when we all know that the country has an apartheid legacy of the Group areas Act that confined different race groups in different geographical localities.

Why does a place matter in determining the extent of exclusion or inclusion in society and consequently inequality in society?

Studies that concentrate on spatial inequalities show evidence that this phenomenon in unequal societies tends to be concentrated in specific areas, which are deprived neighbourhoods. In other words, it can be expected that people who are not employed, who are under skilled and less education, and those who possess skills not in high demand by the labour market can be found in concentrated areas (Green, 2011; Houston, 2005; Weller, 2008). Green (2011) is of the opinion that residential sorting mechanisms in the housing markets help explain how population sub-groups with different characteristics (e.g., people with disabilities, single parents, less education) tend to concentrate together on the basis of their ability to pay and the degree of choice they can exercise. In South Africa, apartheid law might have explained the concentration of the poor in townships, informal settlement and rural areas, but no more.

It is exactly the ability of individuals to pay and the degree of choices they have that lock the poor in these same poor neighbourhoods. It is therefore important that government must understand the spatial differentiation that has occurred in this country and address the issue of poverty at a local level where it is happening.

We do know that employment and income generation is the greatest contributor in improving the economic conditions of individuals. We also know that unemployment tends to concentrate in certain areas. These areas tend to share some common characteristics, like the unavailability

of jobs, levels of affordability that confine people to certain housing areas, presence or absence of educational and skills attainments. This is well seen in the growing informal settlements in the periphery of many townships of metropolitan areas. Without understanding these particularities, one-size fits all, top-down interventions to address the problems experienced by people in the margins will have a marginal impact.

Place plays an important role in the spatial socio-economic system, and in particular in South Africa where the new government inherited a country whose discrimination policies were 'race' and place-based. Policies that have since been put in place largely dealt with race-based as well as sex-based discrimination. Nothing seems to be in place to address place-specific inequalities, and yet spatial inequalities still loom larger than race and gender inequalities. This is in spite of attempts to reconfigure apartheid spatial relations by government adopted by the Cabinet as early as 2003 (OECD, 2011). Part of the failure for this strategy can be attributed to the fact that this National Spatial Development Strategy was never focused in its understanding of the problem, interventions and re-prioritisation of budget to address the issue.

Whilst there has been attempts to reshape the geography of local governments, the reality is that these entities inherited an unequal past, have parts that have weaker economies, and the burden is shared more heavily by certain municipalities than others. Whilst there are general government interventions to alleviate poverty in households and for individuals affected the most, these are not targeted to spatial communities.

Unemployment

Access to gainful and continuous employment seems to be one sure thing to get individuals out of economic misery for themselves and their families, but this is something that seems to be elusive for most individuals living in poverty. There are many reasons why individuals remain unemployed for long periods and therefore cannot sustain their lives with regular resources that come into the family, but the three are the most common reasons:

- (1) lack of job opportunities;
- (2) lack of education and skills for the jobs that are available, and
- (3) a mismatch of skills and jobs in the area in which they live.

These three factors are all related and in poor areas all can be found to co-exist.

Lack of educational access

If lack of education and skills for the jobs that are available leaves an individual unemployed, that individual needs agency to do something to improve the situation. Yet what compromises the gaining of education that would improve the chances of gaining employment?

This happens in different ways (DHET, 2009).

First it is when individuals experience disruptions in the education system, making it not possible for them to reach the required levels.

Secondly, it could be that the resources required to continue with education are not available and the individuals stop with the pursuit of educational goals.

Thirdly, it is possible that resources and geographic distance to educational institutions is another factor that disrupts one's goals to go further in education and training.

Fourthly, it is also possible that individuals do not have enough knowledge on what is possible in terms of pursuing a vocation in their lives, especially when they are removed from active employment scenes and their networks also do not provide them with adequate information on what is possible.

The equal distribution of opportunities

Some countries that have a history of inequality are now focusing on the distribution of societal opportunities. The conviction, that distributing basic opportunities increasingly towards the more disadvantaged populations in society is more likely to yield better results than other interventions on inequality, seems to be yielding positive results in some of the Latin American countries that faced similar problems earlier on (de Barros, *et al.*, 2009). The principle of equality of opportunity as levelling the play-field is a much more appealing proposition than tackling the most daunting task of controlling income inequalities with the entrenched emotions and interests and de Barros, *et al.* (2009) also echo this sentiment as they are of the opinion that it is difficult to address unequal outcomes, and yet most people agree that it is unfair to compete when unequal opportunities have been given to segments of a society to start with.

Access to opportunity works as a leverage for levelling the playing field as it provides tools for social mobility. In other words, having been provided an opportunity in life, prepares individuals for accessing further opportunities that provide social mobility for them. Social mobility is an integrative mechanism for societies as it contributes to the stability of political democracy. Social mobility, whether taken in small, short steps, or long-distance steps, can be a measure of the gap between the social origins and social destinations of individuals.

Educational opportunities

Education is generally considered as one of those social resources that are important for providing opportunity to individuals. Most countries strive to provide their citizens with access to lifelong education to enhance their citizenship status as well as provide a platform for social mobility. The difference between developed and developing countries tends to be the extent to which this opportunity is extended to individuals, with developing countries limiting this opportunity to basic education only. The importance of lifelong learning is signalled in the National Development Plan (NDP) and is a critical link to community education and training. The NDP specifies that 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 National Planning Commission (2012a).

Adult Education in relation to poverty

Adult learning has become a significant component of education and training in developing societies. This form of education is about empowerment, and ultimately poverty reduction (Preece, 2013). It is also widely accepted that basic education and literacy is not enough – the emphasis should be lifelong and continuing education.

Education and training form perhaps the most important precondition for development and there are evident synergies between strategies for promoting education and those of reducing poverty. Education for All cannot be achieved through primary schooling alone, adult education is necessary in developing societies.

Increasing access via Community Colleges

The *White Paper on Post-School Education and Training* (DHET, 2013a) set out strategies to improve the capacity of the post-school education and training system in order to meet the needs of those not currently catered for in the other post-school institutions.

A new type of institution would cater mainly for youth and adults who did not complete their schooling or who never attended school and thus do not qualify to study at TVET colleges and universities. These institutions would be known as Community Colleges and come about by grouping together a number of existing public adult learning centres (PALCs). They would also expand vocational and skills development programmes and non-formal programmes.

The introduction of Community Colleges was to take a phased approach and would be preceded by a pilot process to help inform further development of the concept and its roll-out throughout the country. It was envisaged that the Community Colleges would have a headcount enrolment of one million by 2030, as compared to the 265 000 in the PALCs in 2011.

In 2012, a Task Team on Community Colleges, established by the Department of Higher Education and Training came out with a report on how to operationalize the concept of Community Colleges. In 2019, a *National Plan for Community Education and Training* was developed (DHET, 2019a).

Disappointment and review

But to date the developments of a Community College system have been very disappointing. By 2022, the enrolments had declined further to a mere 143 031 students, meaning that the students had voted with their feet and increasingly rejected these institutions (DHET, 2023a). The programmes offered by these institutions were still like the PALCs provision in the main. The primary function of the college principals has been to run and manage examinations and not to build these institutions.

There is no evaluative information yet on the pilots that were started five years ago in the sector and were meant to guide further developments in the sector as anticipated in the *White Paper on Post-School education and training*.

The Minister called a Community Education and Training Skills Summit in 2022 to understand the issues in this sector. This summit was framed through a skills development and offering lens, as this was seen as the main deficiency and the cause of the paltry under performance of the sector.

However, the captured resolutions are still unclear and only restating concepts that have been on the table since the development of the *White Paper on Post-School education and training*, such as vision for the sector; collaboration with TVET colleges; partnerships; funding; capacity building and the CET sector plan.

One key resolution of the summit was to establish a Ministerial Task Team to help the Department implement the resolutions of the 2022 summit.

The situation in the context of the obstacles to delivering a democratic developmental state in South Africa

What are the obstacles to delivering a democratic developmental state in South Africa?

What steps are needed to deliver a democratic developmental state?

The state must have the administrative, technical and political capacity and competency to set national goals, and implement policies through a bureaucracy, that has broad public and political legitimacy (Gumede, 2009).

Education and training (including adult education) form perhaps the most important precondition for development when a large part of the population is illiterate or undereducated, this hinders economic and social development. Education is thus a key priority and there are evident synergies between strategies for promoting education and those of reducing poverty and inequality.

It is common knowledge that alleviation of poverty can be facilitated by the provision of skills for unemployed youth and adults. Once again, the centrality of an effective and strong Community Education and Training system that is well-managed and well-resourced must be emphasized.

The *State of the Public Service Report 2021* (Public Service Commission, 2022) highlighted the link between the lack of capacity and capability and poor service delivery outcomes.

Key findings of the report include the following:

- State capacity and capability in South Africa has weakened over time, with major deficiencies in many departments.
- South Africa is known to have produced good policies, however, implementation, coupled with lack of capacity and capability, makes it difficult to deliver on those policies (Public Service Commission, 2003).

The implications of these findings are relevant to the Community College sector.

The Task Team's analysis of the problem

The Ministerial Task Team therefore had to first analyse the problems it believes are endemic in the sector and that cause the lack of movement or growth in this sector. Understanding the main contributing factors to inequality, unemployment, and poverty as well as the importance of local interventions in these problems has guided the proposals this report offers about interventions for the system, in relation to:

- Building visible institutions with clear identities in local communities
- Diversification of provision to cater for a wide range of learners and stakeholders, for now and in the future.
- Support for gainful employment, local businesses, and livelihoods
- Partnerships that work and the roles of stakeholders
- Staffing for management, administration, teaching and training

- Intentional building of the Community College system through a robust project management process.

A question may be posed as to why, given the CET Skills Summit of 2022 and its insistence that skills training be prioritized, that much attention has been given to General Education (that is Adult Basic Education, Senior Certificate studies, etc.). It has long been the contention of the reformers of the post-apartheid education and training system that both education and training are needed, that they mutually complement and enhance each other, and are defective considered alone. Many will remember the famous COSATU ladder image – to go up the rungs of the career ladder you need both uprights, education and training, to hold the rungs in place.

Further, simply adding more skills training provision to the existing system is not the simple answer because of the inevitable contradictions that would arise – a real reconfiguration of the system is required.

Also, though the Task Team has not provided any great detail about funding in this report, this not because it is not aware of the financial crisis in the sector and that no plans will succeed without a significant injection of extra funds in the sector. However, there seems to be a state of paralysis at all levels regarding the lack of funds, so much so that other weaknesses in the system are overlooked.

The Ministerial Task Team strongly believes that even if the funding problem could be resolved tomorrow, as the system stands, there would still be very little movement in achieving the set vision for the sector.

It is with these sentiments in mind that proposals are offered for improving the current system, that would make a big difference in improving the performance of this institution and thus make a dent on unemployment, poverty and inequality in many local communities.

Many of these recommendations are not new – they appear in various reports submitted to the DHET by, e.g., Task Team on Community Colleges (2012); Task Team on Community Education (2016e); Ministerial Committee on the review of the funding frameworks of TVET Colleges and CET colleges (2017b, c); and the OECD report on *Lifelong Learning for Adults in South Africa* (2018). Our recommendations about the institutional shape of the Community College sector are in fact reiterations of the actual policies for the sector that have not yet been implemented.

2

Institutional identity and building

Background

The Minister of Higher Education, Science, and Innovation's vision of the Community College system is that of an institution with a clear institutional identity that is dynamically linked to the communities they serve and that addresses challenges in communities by working towards the implementation of mass skills programme interventions.

This view has its origin from the *White paper for Post School Education and Training* (2013a) and the various iterations of the *National Plan for Post-School Education* from 2017 onwards (DHET, 2021b).

However, over the period of more than a decade, on the ground there is very little that is happening, with the sector up to date having and enrolment of a mere 143 000 students and predominantly offering formal academic adult education programmes in the form of ABET, GETC, Second Chance Matric Programme and the Amended Senior Certificate (see Chapter 3a on General education in the Community College system).

Beyond the above vision of the Community College, there is little on the ground that bears evidence to purposeful attempts to achieve this vision.

Therefore, in this section we aim to provide some suggestions on the most critical building blocks of an institution that will serve the Minister's vision in both the *White Paper for Post School Education and Training* (DHET, 2013a) and the *National Plan for Post School Education and Training* (DHET, 2021b, c).

In the main these blocks are about:

- The identity of the institution
- The physical character of the institution
- Human Resources Development, and
- Linking the institution with the communities.

Identity building for the Community College

Educational institutions have institutional identities that, on the surface, seem to have developed spontaneously. In numerous instances, there seems never to have been a conscious effort to purposely define the identity of the institution at the outset, i.e., to establish an institution with a deliberate process of defining sources of meaning for the institution (Castells, 2010). There may even be a plurality of identities, the existence of some of which the institution may not be consciously aware of. In most cases, the identity of a particular educational institution, such as a school, college, or university, seems to have developed because of the way in which the individuals forming the institution strove for “success in action”. There is a relationship between the values strived for by the institution and the competences inherent in the institution. For example, Moore (1995) speaks about identity in terms of a ‘value proposition’ and refers to institutional competence as the ‘operational capacity’ of an organization. An institution’s identity and competences are well-suited to meet societal aspirations and expectations.

Whilst institutional identities can be expected to evolve over time, all over the world, Community Colleges have adopted different identities. For example, the American Community College, originally termed junior colleges or two-year colleges, have their roots dating back to the Morrill Act of 1862 (the Land Grant Act), which essentially expanded access into public higher education. This expansion allowed for the inclusion in colleges and universities a vast majority of individuals who had been denied access to or precluded from higher education for various reasons (Cohen and Bower, 2003; Drury, 2003). The Canadian Community College has built its model on the American model of open access and further emphasised the communities it serves (Raby, 2009). Over time, the identity of the Canadian Community Colleges has been about “building the Canadian cities”. In other words, developing the human resources to build the cities. To this end, the Canadian Community College offers programmes geared toward short and long-term skills development in occupational areas specifically sought in building the Canadian cities. The focus of both the South Korean and Thailand junior colleges has also been to develop technical and vocational skills needed in the industrialisation of these countries.

According to both the *White paper on Post School Education* and the *National Plan on Post-School Education*, the South African Community College has been established with intentions of building clear links between this institution and the communities it serves. This must be realised through the close physical proximity of this institution with the communities it serves. Further, this institution must address the challenges facing the communities it serves.

In the South African PSET sector, the Community College is the only institution with a clear community orientation. Although the identity and distinctiveness of the Community College has not been made clear so far, there is no doubt that its identity lies in its purpose of community development. So, how the physical infrastructure is established; how the human resources are established and how the institution finds its links with the community it serves, must always be bound within the community development identity.

Building the physical character of the Community College

It has already been said that struggling communities in South Africa share the highest burden of the challenges that characterise underdevelopment in the country, namely inequality, poverty, and unemployment. In order to develop the poor communities, it is important to have targeted interventions that have physical presence close to the individuals. This physical presence will not

only help with the visibility to the recipients but establish the capacity of local actors to have a voice in the further development of this institution.

In terms of the *National Policy on Community Colleges* (2014), it is envisaged that a Community College shall be established in each district municipality or metropolitan. It is envisaged that a total of 52 community colleges will be established by the Minister. Given the size of and the distances within the South African Districts or Metros, it is not unreasonable to conclude that each district- or metro-based CET colleges will administer several Community Learning Centres (CLCs) and Satellite Centres (SCs) (DHET, 2019b). The need to move with speed in implementing a district-based model was echoed by all stakeholders the Task Team consulted with, as the current provincial system does not seem to be working well. However, the Task Team recommends a step further, that a substantial CLC be established or enhanced in each local municipality and the SCs sited in wards. This, however, must be controlled using threshold numbers of students enrolled and participating. For example, the following could serve as a guide:

- The main campus to enrol a minimum of 3000 students.
- Each CLC to enrol a minimum of 500 students, and
- Each satellite site to enrol a minimum of 50 students.

The suggested numbers of learning sites, colleges and student enrolments can be considered as a start, with a view of getting these institutions even closer to the communities as the municipality districts are still too big to be served by a single college, but a start towards this direction, would help. There must also be incentives built in the system for the attraction, retaining and throughputs of more students in the system.

In what is to follow then, are proposals on how a district-based institution can be established.

Building Community Learning Centres into a Community College

As part of building a new institutional form, DHET must plan for the building of new institutions as it cannot only rely on sites where public adult education used to take place. The need is great on the ground, and it will remain so for the foreseeable future. However, the building of new community colleges must be informed by a number of factors as well as plans to build capacity for the new institution.

First, it is important to consider the potential that exists in the Community Learning Centres (CLCs) (usually what were the larger PALCs in the past or places where there was some existing dedicated infrastructure or a new building).

Where this potential exists, leading questions can be asked, for example,;

- What are the numbers that the CLC already has?
- What are the programmes the CLC is providing?
- What is the nature of relationship that the CLC is already having with local stakeholders?
- What are the current capabilities of the CLC manager and staff, etc?

The case of Osborn CLC in Mount Frere, Eastern Cape stands out as an example of a site where much is happening and developing (Osborn Community Learning Centre, 2023) but where a totally new building is needed (the existing building are old prefabs where the flooring has partially collapsed). Osborn is a CLC with great potential and would thrive and fulfil the DHET vision about Community College should they be provided with a better facilities and greater self-management powers.

Background Osborn CLC

- The CLC operates in rural communities of the former Transkei in the Alfred Nzo District Municipality
- There is an estimated 45% illiteracy rate in theregion.
- This year's student enrollment is 1470 at the main center only.



Programs offering in the CLC

MAIN CENTER



PROGRAMS	ACREDITATION	DURATION	ENROLLMENT
Seniorcertificate	Formal	1 year	560
Home based care	Nonformal	6 months	300
Computer literacy	Non formal	5 days	320
Earlychildhood development	Non formal	6 months	80
Sewing& beadwork	Non formal	6 months	80
Crocheting	Non formal	6 months	80
Learnerslicense	Non formal	5 days	50
TOTAL ENROLLMENT			1470

OSBORN CLC INFRASTRUCTURE CHALLENGES

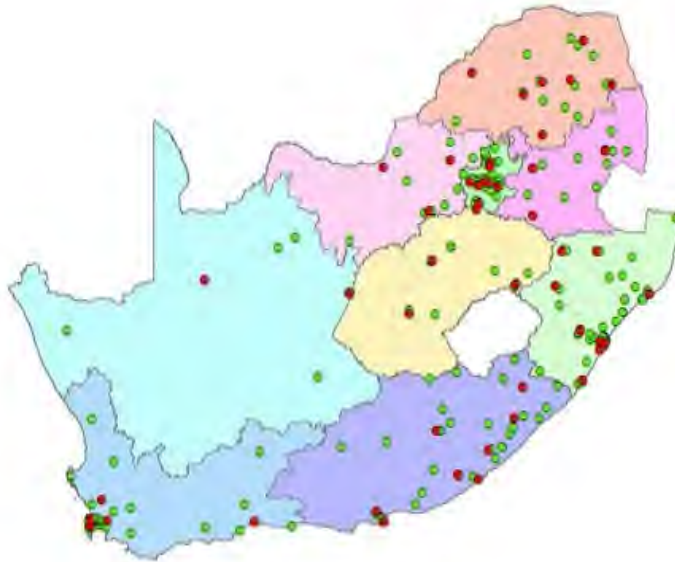


- Small class rooms with dangerous **holes in the floor.**
- No students toilets.
- No water supply
- Scarcity of furniture



Anchoring Community Colleges in some TVET campuses

The TVET and CET college systems have very similar missions as they both have a mandate of skills development, albeit perhaps for different audiences and labour markets. However, the TVET college system is more developed and has the capacity that the Community College system does not have now. According to DHET, there is a TVET campus in each of the district municipalities in the country.



50 TVET Colleges and their campuses

The capacity that exists in the 50 TVET Colleges with 311 campuses, head offices, delivery sites and units (DHET, 2023a, p. 36) in relation to management, lecturing staff, equipment, etc. is significant. However, there are campuses that are situated a considerable distance from their main campuses and would be better off serving their remote communities in a different way.

The case of East Cape Midlands TVET is a good example. It has 8 campus and a head office building. Six of these campuses are dotted around Uitenhage, one in Graaf-Reinert and one in Makhanda (Grahamstown). The campuses in Uitenhage are home to specialist courses even though they could be reached easily by most students. The outlying campuses also offer specialist courses, being limited by their capacity currently.

There are two ways that can be adopted here if one of these campuses would be converted in anchoring a Community College. One approach would be to look at one of the distant campuses and convert it to a Community College in order to serve an outlying community comprehensively or to identify one of the Uitenhage campuses that are in close proximity to residential communities, e.g., Thanduxolo at Kwanobuhle or Heath Park at Bethelsdorp as catalyst campuses for Community Colleges. All these campuses used to be fully fledged technical colleges and there is no reason why they cannot serve that function again. However, being an anchor, means that all current community education and training provision sites should be consolidated into this institution, including school sites that can still be used in this new configuration.

Partnering CLCs with other providers of community education

The Community College system is struggling in relation to different resources on which to build the system. These resources vary and include buildings, human capacity, equipment, etc. At the same time, there is capacity that can be exploited for meaningful partnerships in many communities around the country.

Many partners can be found – TVET and other colleges, training institutions (such as former Department of Manpower training facilities and FBO training projects), private sector training facilities, redundant public schools, and suitable municipal facilities.

The case of Kokstad, in KwaZulu-Natal, can be indicative of this possibility. In Kokstad, there are two sites that struck the Task Team as ready-made sites for partnership. Sivile Skills Centre, established in 2008, belongs to the Catholic Institute of Education (CIE). The centre is a community based NPO that provides accredited courses. Though they do charge some minimal fees for their courses, funding is a big challenge for Sivile and might close down soon.

A stone-throw away, there is a huge building that houses the Bhongweni CLC. This, the KwaZulu-Natal Community College has recently acquired through the Services SETA. Bhongweni is already partnering with the Municipality, but it is struggling to find the teaching capacity to provide the technical skills, such as dress-making, carpentry, basic building skills, and computer skills that Sivile is already providing. Bhongweni currently has capacity for general education exclusively and stands virtually empty for most of the time. The partnering of Sivile and Bhongweni to form a Community College would contribute immensely in massifying and diversifying provision in a community that needs these services so much. There are many more such examples that can be found all over the country.

The Bongweni Community Learning Centre



Restructuring of the whole College system

The numbers of individuals who are currently outside the education, training and employment systems is very large and greater than the numbers already accommodated in any of the two major post-school institutions, namely the universities and TVET colleges.

The university system currently accommodates the largest percentage of the post-school education population in spite of it being the most expensive. Given the low literacy and high poverty levels of our country, expansion of the university system further is not advisable at this point.

The TVET college system has shown some shrinkages in numbers recently, which can partially be attributed to the funding cutbacks. Yet, it is the expansion of the college system that presents us with great potential for massification and diversification in the system and to provide for the NEET population that sorely need this service.

One way to do this is to:

- Include the Community College mission into the TVET college system to create a continuum of provision from the lowest levels to the highest in technical and vocational education and training. In this way, each institution will have its gaze directed towards both the formal labour market in the industries as well as the local community opportunities on the ground.
- Divide the current campuses into two institutions, with each absorbing the current CLCs and their satellites into their provision structures.
- As soon as each institution has reached a certain level in participation, the institution should be allowed to divide again and attract new provision in underserved areas of the country, working with other providers that can be brought into the public system.

This approach was adopted in the United States of America by the Federal Government and propelled the growth of the present American Community College system which is still evolving and providing more than 40% of higher education in the USA currently.

The USA Community College

The history of the college system shows that the fore runner institutions were mainly technical colleges. Perhaps the impetus for this can be found from the same factors that stimulated the growth in adult education in the USA, namely the First World War. It does seem reasonable to assume that the concern over the successful absorption of war veterans in society, from the First World War, should have had a focus on the recognition and further pursuit of the technical skills that the war veterans were bring to civilian life. As adult education programmes which were intended for the military and the veterans soon had enormous appeal to civilians who were hungry for continuing education, the college system took off and developed faster than the university system. For example, it is noted that whilst in the 1950s the focus was on technical colleges, in the 1960s transfer (from Community College to University) was the biggest issue and in the USA there was at least one community college established per week in the 1960s. In 10 years the growth of Community colleges moved from 500 to 1200. The most interesting aspect of this growth is the process of the growth itself. A state like North Carolina has ring fenced a 30 miles distance from one college to another. In other words, there has to be a college for each 30 miles distance. This makes access to be realizable and also deals with the competition factor. North Carolina has a centrally controlled system which has developed

to be the 3rd largest system in terms of size in the USA. South Carolina on the other hand has a regional system that deals with all decisions having to do with the number of colleges in the region and what they have to offer. Georgia also manages its system centrally through the Department of Technical and Adult Education (DTAE) but seems to exercise its control more loosely than North Carolina.

It seems like many colleges will start as a satellite of a campus and when the demand is evident, the satellite will be transformed into different entities before it finally becomes a fully fledged college which is likely to start its own processes. The most common form of metamorphosis is a satellite transforming to a technical institute and then a technical college and then community college. But the form of evolution of community colleges is a contested one.

Kentucky for example, created an independent community college system out of the branch campuses of its major university. California is viewed as having a federation of colleges. In Michigan there is a voluntary Michigan Community College Association, which advises the state board, whilst the university system resists state coordination.

It is understandable why community colleges are at the end of the chain of processes as the community college type seems to be the most comprehensive, more easily encompassing all aspects of post-secondary education system.

Establishment of a Mobile Unit training system

Countries with large rural areas are often characterised by difficulties in reaching these communities because of the infrastructure that disconnects this population from its urban counterparts. Rural communities therefore claim a larger share in all poverty related indices such as literacy, skills, and resources. Some countries have therefore established a mobile training system that serves these communities using a carefully planned scheduling system.

Brazil has supplemented the provision of training to far outreaching places through a mobile training system. Each mobile truck has 3 to 4 fully equipped workshops and travels around the country for scheduled trainings in location which lasts 3 to 6 weeks.

SENAI Training Truck – Brazil



Malawi TEVET Authority has developed the Mobile TEVET (T-Mobile) concept whose aim is to ensure no youth is left behind in accessing employable vocational skills.

The objective of T-Mobile is to deliver TEVET to youth especially girls and vulnerable people including those living with disabilities in remote areas of Malawi.

DAPP Mikolongwe Mobile Training Truck – Malawi



The Indian state of Kerala has similar mobile training units.

The size of the Indian mobile is small because it is equipped with miniature versions of equipment to be used in training, developed especially for this function.

Mobile vocational unit – Kerala State, India



Human Resources building

At the beginning stages of building the new community college, the building of the human resources complement that will be fit to serve this new institution appropriately, must also be addressed. This institution will need certain kinds of managers, administrators, educators and trainers, etc. Due attention must be given to the kind of human resources that will be needed, the kind of development that will be needed and what to do with the current staff who do not fit this mission.

Because of the centrality of the task of building a suitable staff complement for this kind of college, issues of appointments, development, dealing with excesses, will be dealt with in a specific sections (Chapters 4d and 4e) of this report.

Linking the Community College with communities

For the Community College to fulfil its core function of community development, the institution must be closely linked to the communities it serves. To fulfil the purpose identified by Baatjes and Baatjes (2008, p. 18) of community education “emphasising education that grows out of people’s experiences and the social interests that are generated within communities” the institution must work very closely with the communities. Currently, the capacity for Community college to establish this function ranges from low to non-existent. The colleges will need a lot of help, and a Tripple Helix Model is recommended for guiding the building of this capacity.

The Tripple and Quadruple Helix models

The triple helix model of innovation refers to a set of interactions between academia (the university), industry and government, to foster economic and social development (Etzkowitz and Leydesdorff, 1995). The Tripple Helix model is not about building new institutions but rather about building capacity in already existing institutions. In diagrammatic form the Tripple Helix shows each sector is represented by a circle (helix), with overlapping interactions.



Some countries like the Netherlands and Belgium, have adopted this model to bring together capacities of different institutions for the benefit of development in areas like Agriculture, ICT and other innovations. The concept of a Triple Helix model of innovation refers to a set of interactions between academia, industry, and government, to foster economic and social development, as described in concepts such as ‘knowledge economy’ and ‘knowledge society’.

The Quadruple Helix Model adds as fourth helix the public, the broader community, and specifically the culture- and media-based public and civil society (Carayannis and Campbell, 2009).

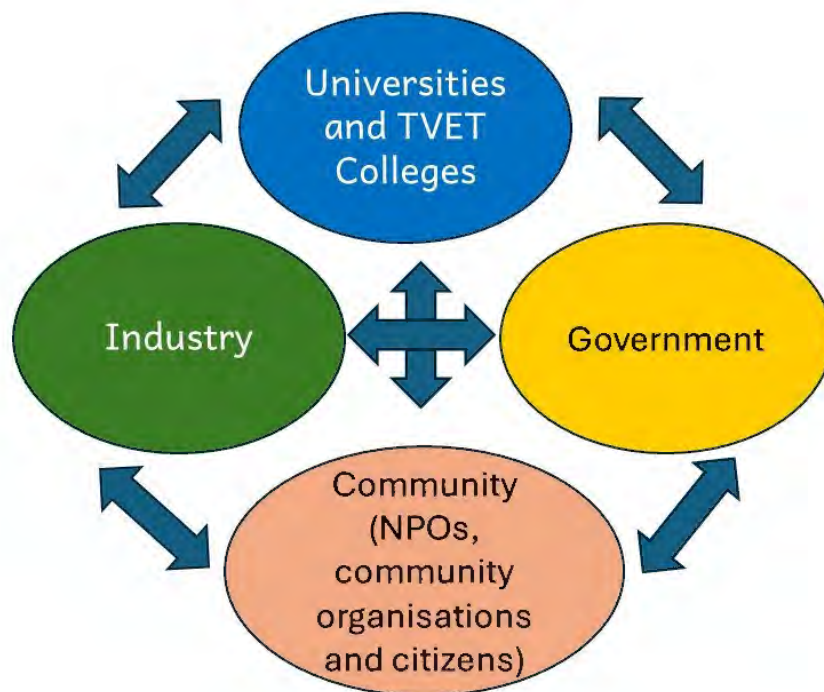
Such a model is recommended for the development of capacity in the Community Education and Training sector would therefore include universities and TVEY Colleges that would dedicate time to the development of Community College institutions / system.

First, the university (and TVET College) would use their research capability to produce knowledge about essential information for the establishment and development of the institution in any location. This information would include statistics about the population, labour market demands for the development of the local community, potential innovations prevailing in the community and any such knowledge relevant.

Second, the higher education institutions would help the CET institution to develop its capacity in leadership, management and connectivity with the local government, local labour market and community stakeholders. It is recommended that universities be brought into this space to help community colleges in creating meaningful linkages with its communities.

The function of linking Community Colleges with its community should not be limited to the assistance they get from the universities but should be central to the mission of each college and regular reporting to both the regional and national governments and to the community should be expected.

The diagram that would depict this Quadruple Helix model would then look like this:



An institution of a special type

The creation of a special identity for the Community Colleges is linked to the reality that for large numbers of people, entrance into higher education or technical and vocational education is difficult if not impossible because of their upreparedness for those levels of study. The existence of a massive massive population of people, including young people, who are Not in

Employment, Education or Training (NEET) largely because of their undereducation and largely due to continuing dysfunctionality in child schooling, requires an institution of special type that provides General Education and Skills Training.

The institution needs to shift because currently it is a weak almost non-provider of skills training. But that does not diminish its General Education role for the foreseeable future.

It must be added that, though the Community College in the South African situation will need to be an institution of a special type, it can gain immensely by partnerships and linkages with TEVT Colleges and universities.

Conclusion

Despite all the work that has gone into the establishment of the Community College space, there has not been any intentional efforts to build both the identity and the physical character of this institution on the ground. The notion of a 'Province as a college' is highly problematic. The area of control is too big to have a meaningful intervention and very removed from all communities.

In this section, a strong suggestion of establishing the Community Colleges in each district municipality; Community Learning Centres in each local municipality and satellites in each ward, has been made. This would be a start in bringing Community Colleges close to the communities but also with targeted enrolments at all levels. Several models have been suggested on how to build these institutions on the ground.

The implication for the suggestions made here is that both the national and provincial governments will spend a lot of their time building these institutions on the ground as well as the capacity of managers, administrators, and educators to fulfil this function. To massify the Community College system, providing access to this institution should be a primary concern. This requires intentional, purposeful actions to make this a reality.

3

Programme mix

This section deals with the various education and training programmes that run (or could be run) through the Community College system.

It comprises three sub-chapters:

- 3a General education
- 3b Skills programmes
- 3c Business Development (including Cooperatives and Informal traders)
- 3d Community education and services

The purpose of this section is to look at rebalancing the ratio of provision of these forms of education and training and how this could be achieved as well as how their fitness for purpose, quality and effectiveness be improved.

3a

General education

Background

General education serves as a link between schooling and work, work-preparedness, and higher education. Given that labour markets, both in South Africa and the rest of the world, have become more predisposed towards skilled workers in recent decades, there has been a corresponding increasing requirement for education systems to produce larger numbers of skilled labour market entrants. In a context where post-secondary qualifications are increasingly in demand, a secondary education has become the absolute minimum requirement for those who want to improve their livelihoods through employment (Levy and Murnane, 2003). Also, the *UNESCO EFA Global Monitoring Report 2006* showed that participation in adult participation in adult literacy programmes made a significant contribution to active citizenship (UNESCO, 2005). The Community College is the only institution dedicated to the promotion of life-long learning in the Post School Education and Training (PSET) system. To this end therefore, there is great expectation in society that such colleges will be established as places where vibrant lifelong learning can be found. The architecture of the whole of South African educational policy is built around this notion that citizens will have an institution where a range of programmes that cater to individual needs, intellectual growth and skills can be obtained. General Education is that ingredient that will make this possible.

The current colleges report that the learners who enrol for studies at the colleges are getting younger and often recently extruded from the schooling system. They are mainly enrolled in ABET level 4 and Senior Certificate studies. Many of these students have already passed Grade 9 at school, which is the equivalent of ABET level 4. The participation and examination performance in both the ABET 4 and Senior Certificate qualifications cannot be considered a roaring success in the system.

Recommendations on General Education in Community Colleges

The Task Team's main recommendations relate to the following:

- Phasing out the GETC:ABET and GETCA to a General Education Certificate
- Effective management and administration of the Second Chance Matric Programme
- A National Senior Certificate for Adults (NASCA)
- A Pre-Vocational learning Programme (PLP)

Phasing out the GETC:ABET and GETCA to a General Education Certificate

There is a problem with what happened to adult basic education (ABE) since the mid-1990s. Instead of the original conception of ABE being about literacy, numeracy and some “really useful knowledge” (to use the phrase of the early radical adult educators in the English trades union movement) ABE was transmogrified into a mirror image of schooling with compulsory school subjects required to get the culminating Grade 9 equivalent General Education and Training Certificate (GETC:ABET) certificate (and the revised curriculum GETCA). And it failed to deliver even that and certainly did not enhance livelihood getting.

Given that the existing full time school system was in 2021 abysmally failing 81% of children (the latest Progress in International Reading Literacy Study (PIRLS) showed that 4 out of five children in Grade 4 could not read for meaning in any language (that is in either their home language or English)), the idea that the state adult education system could do better with a close mirror of the school subject system (in a fraction of the time the school children had and with fewer resources) cannot work. (The fundamental failing of the current school system is that it is not capable of teaching reading or numeracy which must be the grounding of any subject teaching.) There also remains a problem of near total illiteracy among adults who never went to school or dropped out very early that is no longer being addressed since the closure in 2017 of the very successful *Kha Ri Gude* adult literacy campaign.

Historically and universally, what makes a person an educated one is the ability to read and gain meaning from that reading, to have the numerical ability to handle the common uses of number in everyday society, and to have enough general knowledge to make sense of everyday events and challenges. When one is truly literate and numerate one can read anything and learn in any direction you need to go (of course not without effort and time and the use of one's intelligence, but the basic capability is there). This is what the ABE system should concentrate on: literacy and numeracy – and in the course of that instruction the texts that students learn to read should deal with the life skills, the really useful adult survival skills that are needed, and civic education.

To achieve this, instead of burdening the learners with a whole pile of subject knowledge of little practical use, the basics must be taught using a set of course materials, readers and lesson guides developed by a qualified team (as was done to great effect in the *Kha Ri Gude* literacy campaign and in the Department of Basic Education workbook project). The graduates, being truly literate can then go on to the National Senior Certificate for Adults (NASCA) where they now can develop appropriate subject knowledge (though hopefully in a configuration that forefronts “really useful knowledge” in a more holistic and cross-sectional way than the current trajectory of the NASCA which is going down the ABE school subjects imitation route.

Although the success rates in the GETC examinations have improved, this is not convincing enough to allow for the continuation of this qualification as it is. It must also be acknowledged that the ‘training’ component in this qualification is a farce and must be dropped.

So, a proper qualification that develops genuine foundational learning competencies of literacy and numeracy in adults must be developed. This qualification should be the basis for progressing later to the National Senior Certificate for Adults (NASCA).

The GETC:ABET (and GETCA) must be phased out in Community Colleges and be replaced by a General Education Certificate as a qualification which emphasises literacy and numeracy comprehensively. Teachers must be trained adequately to teach these areas effectively.

The Independent Examinations Body (IEB) already has an assessment system that is item bank and competence based and would allow for the establishment of a demand led assessment system where students can present themselves when they are ready, without waiting for an examination time at the end of the year or the middle of the next year. The discussion with the IEB must be about exploring the possibility of buying this competency running it as an in-house assessment system. There must be proper planning on any such system and research on its quality control if in the long term it could replace the current examination system, and on when and how this phasing out could take place.

Effective management and administration of the Second Chance Matric Programme

The educational attainment of the South African population is low. In 2018, it was recorded that, among the population aged 25-34, 51% did not obtain the Senior Certificate, or did not complete the end of their secondary schooling (OECD, 2018, p.19) and 19 million adults, or 57% of the adult population, are without Senior Certificate or equivalent (OECD, 2019, p. 18). In 2020, only 32% of South Africans aged 25 to 64 years had completed their Senior Certificate or equivalent (DHET, 2021a). Yet, the so-called matric qualification is very important for individuals, families, and society because the position of those without this qualification in the South African society is very precarious. This is why Second Chance Matric Programmes (SCMPs) play a valuable social justice role in increasing the post school and life opportunities of learners.

The low education attainment of the population is problematic in terms of social justice and equity as it translates into poor access to employment and to further education and training. Poor access to employment is associated with the fact that higher educational requirements are increasingly needed for employment in the formal economy (including for more elementary occupations) and for the informal economy, making the lack of secondary school completion a serious obstacle. Youth unemployment is extremely high with fewer unskilled jobs available, and a qualification inflation which has reduced employment access for poorly educated or qualified young people. The 2023 *Quarterly Labour Survey* shows that those without a Senior Certificate qualification are still least likely to be employed (Statistics South Africa, 2023).

DHET does not collect information on the students who register for both the Amended Senior Certificate (ASC) and National Senior Certificate (NSC) or handle their results. Yet, according to the Community Colleges, most of their students can be found in these programmes. Also, the principals, staff and students report most problems in the administration of both programmes. For example, the attrition rate is very high; in many instances there are no qualified teachers especially for gateway subjects like Mathematics and Physical Science; there are no books or learning materials; students do not get their results; and so on. The picture painted of this flagship programme for Community Colleges is that of total disarray. Therefore, we propose serious changes in all the general education programmes offered by the Community College system.

Currently, learners who fail in the schooling system are given the same curriculum, as Second Chance Matric, in Community College settings, which are weaker than the schooling system. The pass rate of SCMP is reported to be as low as 14%. This reality calls for actionable and scalable delivery solutions of meaningful second chance programmes. The major causes of the weaknesses experienced in this programme are both administrative and managerial. This is also the priority reason why students who should otherwise be participating in the system have since left the system.

Ten steps for the better management of the SCMP in CET colleges

1. DHET must take full control of the administration of this qualification (and gain and allocate the funding for this). Guidelines for the registration of student must be developed by DHET with a view of optimising the success rate of students and eliminating the arbitrariness of allocating students to full-time and part-time status.
2. DHET must audit the qualification and experience status of all teachers teaching in the SCMP with the aim of retaining all those who qualify. DHET must work closely with the Department of Basic Education (DBE) in the employment of suitably qualified teachers in all centres that have students enrolled. In addition, all Community Colleges involved in the provision of the SCMP, must regularly participate in teacher development programmes offered by DBE. DBE has expressed willingness to include the Community College teachers at no cost.
3. Learning materials such as books and study guides must be provided to the students in this programme. (More will be said about this in the Learning and Teaching Support Materials chapter).
4. Monitoring of students is essential and requirement to sit for quarterly tests must be made mandatory to students. Comprehensive information must be collected on the attendance of students by the centres and processed for quarterly monitoring by DHET.
5. Students in the SCMP are most likely to have major learning gaps in the comprehension of specific subjects. Teaching them at grade 12 level only does not help them. Therefore, a tutoring system such as the one implemented by the Winning Team (see Attachment at end) is strongly recommended. This will help students close the gaps they have and should not replace but complement the teaching in the classroom. This would also provide some income for the unemployed young people who qualify as tutors.
6. Common assessments must be regularly implemented in the system and the provincial offices could be responsible for the administration of this system and coordination of marking where different colleges mark each other's students.
7. DHET must establish a close working relationship with DBE regarding this programme, especially its examination. All examinations related administration issues must be handled by DHET on behalf of DBE and the DHET must follow up on all outstanding matters to ensure that its population is not disadvantaged in the administration of this important examination.
8. DHET must ensure that the examination results are available close to the time if not the same time as those of the schooling population.
9. Publication of results in this sector must be initiated. We must learn from Minister Kader Asmal who first introduced this practice when pass rates were quite low in the school system and through applauding and shaming, the results soon improved as competition amongst schools emerged. The results on SCMP matter!
10. Follow up with centres who are poor performers must take place. Capacity building must be established and if all remedial steps have been implemented with no improvements evidenced, teachers must be replaced.

As the students in the SCMP are currently most of the student in Community Colleges, success of these students will attract more students to the colleges.

A National Senior Certificate for Adults (NASCA)

There are many people who are in need of a Senior Certificate qualification, as it provides the gateway to most opportunities beyond schooling. In the light of the above, a Senior Certificate for those outside the school system is sorely needed to provide more people with the minimum requirement to enter a competitive labour market. Some of these students are not suitable for the SCMP as they have either failed their matric exams a while back or have been out of school for a long time. Other learners (more than 21-year-old but who failed a Senior Certificate written before 2008) currently have access to the Senior Certificate (Amended). All of these become candidates for a new matric qualification designed specifically for adults. But, as it has been observed with the GETC developments, the Senior Certificate designed for adults must not mimic the school 'matric'.

In the early 1990s the South African Council on Higher Education (SACHED) devoted significant resources to the development of an alternative Secondary Education Curriculum for Adults (ASECA). Unfortunately, there was little uptake by government for this programme and it has subsequently died a silent death. Since 2006 Umalusi, the Quality Assurance Council for General and Further Education and Training, worked over a number of years towards the establishment of a National Senior Certificate for Adults (NASCA) and subsequently handed the programme to the DHET. To date, the NASCA has not been finalised to be delivered for those who need it. Much energy and enthusiasm are needed to support and agitate for this to happen, because this is one single intervention that has potential to open many doors for adults.

The older population who has left the school system before the introduction of the National Senior Certificate and Curriculum and Assessment Policy statements (CAPS) and those who have obtained their GETC qualification are suitable candidates for the NASCA, not the SCMP. However, the current conceptualisation of NASCA must be rescued so that it does not mimic the First or Second Chance Matric designed those who have just failed the Senior Certificate examinations or poorly passed.

The philosophy behind the development of NASCA was always guided by international practices on similar qualifications:

- That adults cannot return to school for years to acquire the same number and set of subjects as a school-going child whose primary focus is learning for seven hours a day.
- NASCA is designed first and foremost to draw on the capacities that adults will have acquired and to hone those abilities to manage learning in more formalised contexts.
- It is for students who have not been in school for at least two years.
- Adults who have completed a GETC and who wish to continue learning would be specifically targeted.
- NASCA is for working adults who wish to get a Senior Certificate.

The NASCA therefore allows the many people who do not finish school a fresh start towards achieving a school-leaving certificate that says to the world: "This adult has the kind of knowledge and types of skills one could reasonably expect from a person leaving school after 12 years of solid education." (Burroughs, 2014, p. 36).

NASCA students would do 4 subjects instead of 7, but the NASCA subjects are substantial, being 30 credits each instead of 20 credits of the NSC. Individuals can do more than 4 subjects if they so wish. The 4 minimum subjects on offer are:

1. Language – defined as English – as a language that most students should master reasoning; reading for meaning and grammar and language – skills needed for further learning and in employment.
2. Mathematics – Reasoning through numbers and symbols; basic algebra and geometry and graphs and functions.
3. Science – reading for meaning in science; designing and implementing science experiments; and using numbers and graphics in science.
4. Social Studies – reading for meaning in social studies; analysing historical events and arguments in social studies; and using numbers and graphs in social studies.

In addition, these are the other features of the NASCA:

- It would test competences in concepts and skills rather than content knowledge and thus be an assessment driven qualification instead of a content driven curriculum driven one.
- The testing system would be item bank based and be available on demand – online as well as paper and pencil – the current examination system would not apply for this qualification.
- “Curriculum” or learning materials would consist of test preparation material on which the student would practice mastery of required concepts.
- No restrictions in sitting for any number of subjects but permission given based on the ‘deemed’ readiness status of the student.

The current NASCA format is way out of line with the philosophy and approaches of adult education. Like the GETC, it is a school-like qualification. Its main goal is to provide a pathway for learners to university. This is not the only nor the primary goal for learners who want to obtain a Senior Certificate. There are also other pathways in the system that allow older learners access to higher education. A clear framework for the development of a NASCA is solely needed in the system.

The development and implementation of the NASCA

It is proposed that the DHET considers the return to the original approach to the establishment of the NASCA, which had been researched and thought through for more than a decade. Because of the popularity of the NSC, it is important that active and wide advocacy of the NASCA be undertaken to popularize it and make it known to key stakeholders.

Therefore, it is proposed that a Ministerial Task Team be appointed to oversee the development and piloting of the NASCA. There is enough capacity in the country to re-start the development of the Curriculum and Assessment system. The NASCA must also be negotiated with key stakeholders and end users such as Universities South Africa (USAf) and South African Public Colleges Organization (SACPO) and employer organisations; and then pilot the system in a period of 12 – 18 months. Lastly, it must be shown to be working for a period of 2 to 3 years before the NASCA can replace the Amended Senior Certificate.

In addition, there will be a need to develop learning and assessment guides for the students. This will be elaborated on more in the Chapter 6b on Learning Materials.

The greatest amount of work that would have to be in place before the implementation of the NASCA takes place is in the following areas:

Activity	Duration
Establishment of an agreed framework for the NASCA	3 months
The outlining of the four curriculum areas in order to meet the requirements of the NQF. This process will involve the setting up of panels of experts in subject areas; identification of concepts, skills, knowledge, etc. required at the National Senior Certificate levels.	3 - 6 months
Negotiations with end users of NASCA, e.g., USAF/ SACPO/ Business Organisations, etc.	Ongoing
Development of advocacy materials and publicity and information platforms for the NASCA	12 months
Development of Learning Materials for students	9 – 12 months
Development of the first version of an item bank testing system – to be piloted twice a year. [The tests will be both in paper and pencil and online form.]	12 months
Development and expansion of the second version of item bank testing system – to be implemented 4 times a year.	Second year: 6 – 9 months
Development and expansion of the third version of item bank testing system – to be implemented 4 times a year.	Third year: 6 – 9 months
Implementation and ongoing development and maintenance of the test	6 - 9 months

In summary, it is estimated that the first phase for the development of the first version of the test that can be piloted twice a year, as well as learning materials, can be in place in a period of 18 months. Also, the negotiations with receiving institutions /organisations such as USAF / SACPO / Organised business can also be completed during this development phase. It is therefore suggested that this system is to be piloted over three years. The pilot will include further expansion of the item bank system to allow for the testing system to be increasingly available to students till available on demand as well as increasing the number of students enrolled for this qualification. In other words, after 18 months of development, the system can be piloted and a further 3 years can be used to expand the system in terms of numbers of questions and students. After this period then the system can be permanently available as a second option to acquire a Senior Certificate.

After, the initial development of a NASCA framework, the estimate cost for the development of the rest of the system is as follows:

Budget Summary - Implementation of NASCA

Item	Year 1	Year 2	Year 3
Curriculum Redevelopment	1 125 750		
Item Bank Development and Maintenance (4 800 items over 3 years)	1 861 750	1 680 000	1 764 000
Test Assembly and Publishing (32 Tests)	1 348 275	1 415 690	1 486 475
Test Delivery: Online (5 000) and Pencil Paper (15 000)	3 213 425	3 374 100	3 542 800
Data Processing	163 215	171 375	179 945
Standard Setting		891 600	
Reporting	222 000	233 100	244 755
Totals	7 934 415	7 765 865	7 217 975
Totals all years	22 918 255		

A Pre-Vocational Learning Programme (PLP)

Over the years, DHET has been struggling with the notion of providing a curriculum that is 'theoretical' only in nature for adult learners. This has been misguidedly compensated with adding another theoretical vocational subject to the General Education Certificate. This has added little to the value of this qualification. As it has been suggested above, this subject must be removed from the General Education Certificate. Instead, another qualification, a Pre-Vocational Learning Programme, which is a one-year qualification also taught in TVET colleges can be introduced as an additional qualification for the orientation of students to technical and vocational fields.

According to the *TVET Numbered Circular 0051: Data Policy Directive 4 of 2019* (DHET, 2019b, pp. 1-2):

The purpose of the PLP is to prepare students for access into a specific vocational or occupational learning pathway at TVET colleges. It aims to provide foundational learning essential to address learning gaps and to improve students' chances of academic success in the qualifications and programmes they progress into after completing the PLP.

The PLP does not replace any existing foundational programme. It is intended as a programme in its own right that prepares a student for entry into the National Certificate (Vocational) (NC(V)) Level 2, NATED Report 191 (N1) and occupational (NQF levels 2-4) qualifications and programmes. Although the PLP has no assigned credits, indications in discussions with the Quality Council for Trades and Occupations (QCTO) are that they will recognise the PLP for entry into certain occupational qualifications, following the matching of curricula. This will have to be done by specialists at the QCTO.

PLP subjects

The PLP has only four subjects – Foundational English, Foundational Mathematics (not Mathematical Literacy), Foundational Science and Foundational Life Skills and Technology. TVET Colleges received materials for all four subjects by the end of November 2018. The materials for each subject consist of student guides, workbooks with exercises, a curriculum, and a facilitator guide.

Test and exam papers were prepared for the pilot implementation in 2018 but going forward the onus will be on lecturers to prepare exam papers and assessments, as per the assessment schedule contained in the curriculum. It is for this reason that a Community College should work with a TVET college for the implementation of the PLP.

PLP Assessment

There is no national exam for the PLP and the programme uses continuous assessment. The curriculum for each subject lists the prescribed tests, practical assignments and mid-year and final exams. All marks count towards the final result. The results are endorsed by the Academic Board of the TVET college.

Lecturer allocation and support

PLP lecturers are expected to have an understanding of the type of student that is enrolled and adapt their style of teaching and assessing accordingly. Colleges may decide to use existing academic staff or contract additional staff. To ensure that lecturers are appropriately prepared to make the adjustment, the Lecturer Support System (LSS), hosted by DHET, has developed a comprehensive teaching support package for PLP lecturers, which they can freely access at anytime.

Admission into the PLP

The recruitment and selection of students is meant to be meticulously planned for as part of the enrolment plans of each college. It is imperative that students who will not be able to cope with formal TVET College studies are placed in the PLP first for a year to prepare them for further studies. Any student who, although having passed grade 9, fails to pass a standardised placement test, needs the foundational knowledge and skills gained through the PLP.

These criteria for the selection and admission of the students into the PLP must be clearly described in the admission policy of the college. The same applies for entry into any college programme offering – selection and admission criteria need to be specified in the admission policy. For example, English is the language of teaching and learning at TVET colleges. For this reason, it is ideal for a student to be proficient in English, as their level of proficiency in English will impact on their performance in all other subjects. Discussions must take place between the TVET and CET branches of DHET to sort out the comparability of foundational learning in the GETC and PLP.

Progression into TVET qualifications and programmes

Merely completing the PLP does not provide students with automatic access to further study. This is determined by the respective curriculum policies, for example the minimum entrance requirement for NCV L2 programmes is Grade 9. TVET Colleges have the prerogative to set additional requirements other than the minimum requirements as indicated by curriculum policy. The same applies to *Report 191* Engineering programmes (DHET, 2001). A student is required to obtain at least 40% for Mathematics to pass Grade 9 and failing to do so, means the student is a candidate for PLP. The recommendation is further that the pass marks for Science and Mathematics in the PLP are aligned with the pass requirements for Grade 9. The intention is that a student who completed the PLP and one who applies to the college with a Grade 9 pass, both have equal chance to access programmes at the college that require a Grade 9 pass.

Conclusion

General Education has an important role to play in the CET sector. Both formal and non-formal programmes are important interventions in building and supporting strong communities and individuals. General Education has a higher propensity for attracting huge numbers to the Community Colleges. One major benefit of general education is that it can be provided to very large groups and requires minimum financial resources once the programmes have been established. Community Colleges are places where communities must feel the presence of being supported by their government and general education can play a very critical role in doing just that.

However, currently the general education that is being provided or planned to be provided in Community Colleges, flouts all principles and philosophy about Adult Education. Programmes are a mere mimic of the school education system. This makes mockery of all that is known about adult education. It is therefore recommended that:

- A review of the GETCA framework and moving to a General Education Certificate must be done and gazetted as soon as possible.
- A framework for the effective administration of the SCMP must be established and strictly regulated in the sector.
- A framework for the development of the NASCA be established and gazetted soon.

- A piloting of the PLP, supported by TVET colleges in the Community Colleges.
- Lastly, it must be remembered that all learning in Community Colleges must not be designed as terminal programmes, but as enablers for progression in learning. Community Colleges must be places where students go to remove barriers in their learning journeys. Both the teaching as well as support systems available to learners must orient students towards this direction.

Attachment – Winning Teams

Winning Teams "Catch-Up" programme, which aims to help students fill knowledge gaps that arise from prior years of education. We recognize and applaud the DBE's "Second Chance" initiative. However, based on our experience and international research (UNICEF, OECD, World Bank, and the Bill and Melinda Gates Foundation), we believe that three months of further study is unlikely to make a significant difference to students' chances of success in improving their previous exam results.

The objective of our initiative is to support the teachers or lecturers not to replace them and ensure that they can teach at the high level. For this reason, we hire young adults from local communities who have passed Mathematics and Physical Science at 50% or higher level but are currently un-employed or unable to go to university. They are hired as Trainee Tutors and are provided with intensive subject knowledge and upskilled to use the Winning Teams methodology and subject specific core foundational learning material. These Trainee Tutors often called Subject Captains.

In contrast to a "Second Chance Programme," the Winning Teams Mathematics and Physical Science programme helps students fill the knowledge gaps they have from previous school years. After writing a baseline test to identify by topic where their concept knowledge gaps are and at which grade level, students receive their personalized learning plan that reflects exactly where their gaps are and directs them to the Winning Teams subject concept learning material that they can find help. Our students meet regularly with a Trainee Tutor to review their progress. The Trainee Tutors work with up to thirty students and ensure that students follow the Winning Teams methodology so that they develop learning and life skills that enable learning. Our students are grouped according to their specific needs and matched to study groups. After the completion of each topic, they participate in the Winning Teams game method, which is an excellent motivational tool for assessment, revision, and reinforcement, as well as time management.

We believe that students who obtain a previous Senior Certificate pass rate of 20% or less will need a two-year period to close the knowledge gaps and prepare them for future education. Students who are simply upgrading their results are placed in separate study groups, and the focus is to prepare them for their final examinations. These students can complete the Winning Teams Programme in one year.

The Winning Team model has the following benefits:

- Makes the lecturers aware of the students' knowledge gaps and supply them with models that clearly show them the steps of building this knowledge.
- Develop skills of students that aid them with the learning of specific subjects using games.
- Develop the students' skills to study on their own and inculcate this ability for further learning.

3b

Skills programmes

Introduction

The *National Development Plan 2030* of 2012 presents a long-term strategy to increase employment and broaden opportunities through education, vocational training and work experience amongst other are required or to access further education and training opportunities

A key goal of the community education and training sector is to ensure that people classified as Not in Employment or Education and Training (the NEETs) can obtain access to education and training, so that labour market prospects and economic activity are improved (DHET, 2022).

The Community College should be recognised as the key entry point for demand-led skills development where they provide flexible programmes that connect to both the immediate local economy and the broader development landscape.

The training would offer an alternative path for unskilled and unemployed adults and youth, through both theoretical and practical training in occupational skills enabling learners to become more employable or economically active in communities where the skills are required.

Challenges and problems

There are a number of challenges in providing skills training:

- There is the reality that generally there is a lack of skills programmes being provided in the CET College system (nor the staffing capacity to potentially provide them). This situation suggests the need for a centrally coordinated (possibly by the QCTO) programme of skills development.
- The Department of Higher Education and Training's Community Education and Training branch's reliance on the expertise of the Skills Development Branch for identification of short skills programmes is questionable as the data they have is at an aggregated level and does not take the local context into consideration. Therefore, the local Community Learning Centres (CLCs) of a Community College do not have access to current accurate data on local community and local state priorities.
- There is a lack of definition of what is a formal or non-formal course, in most cases a formal course is an accredited course and a non-formal one lacks accreditation. This is recognised as a problem in *National Plan for Post-School Education and Training 2021-2030* which states (DHET, 2021b, p. 7):

Education and training providers that currently offer occupational programmes and qualifications that are either accredited or unaccredited. The issue of whether all skills development providers must be accredited and registered, given the need for many types of responsive skills development opportunities, needs to be explored.

- The qualification accreditation process through the SETAS and the Quality Council for Trades and Occupations (QCTO) poses various challenges for the Community Colleges and their Community Learning Centres (CLCs). These bodies play a crucial role in ensuring the implementation of quality vocational education and training programmes/skills or part qualification programmes and accreditation through these entities is a prerequisite for training providers seeking to offer occupational qualifications and skills development programmes.

Typical problems in this qualification accreditation process are:

- » The difficulty for training providers to understand the highly complex and evolving accreditation requirements set by the QCTO and SETAs. These requirements encompass various aspects, including infrastructure, resources, curriculum development, assessment processes, and quality assurance systems.
- » Navigating through the QCTO's extensive documentation and aligning training programmes accordingly can be time-consuming and demanding for training providers.
- » The burden of compliance with QCTO/SETA Policies and Procedures that training providers must adhere to throughout the accreditation process. These policies cover areas such as programme development, learner registration, assessment practices, and moderation procedures. Ensuring strict compliance with these policies can be daunting, especially for training providers unfamiliar with their regulatory framework. The documentation and administrative requirements associated with compliance can be time-consuming and overwhelming for providers lacking administrative capacity.
- » Lack of capacity for quality assurance the maintaining of which is vital for accreditation. Training providers need to demonstrate their ability to consistently deliver quality training and assessment services. Implementing quality assurance measures, including regular reviews, learner support, assessment moderation, and feedback mechanisms, requires a robust system for and dedicated focus on quality management. Some training providers may lack the necessary systems and processes to effectively meet these requirements, posing a challenge to achieving and maintaining accreditation.
- » The QCTO emphasizes the importance of Continuous Professional Development (CPD) for trainers and assessors. Training providers are expected to provide evidence of their staff's ongoing CPD to ensure their competence and up-to-date knowledge. However, accessing and funding CPD opportunities can be a challenge for training providers, particularly those operating in remote areas or with limited financial resources.
- » Meeting the infrastructure requirements set by SETAs and QCTO for well-equipped training facilities and qualified trainers is not possible due to the financial constraints of Community College system. Currently most delivery sites (CLCs and their satellites) are mainly housed in schools without workshops or skills training equipment.
- » Once a Community College is accredited to run a course there are further resource constraints in accessing up-to-date learning materials.

- » Currently virtually all CLCs are staffed by teachers of general academic education (ABE and Senior Certificate). To offer effective artisanal short skills/part qualification courses the facilitators need to have technical and practical experience in the application of the skill. The DHET's CET Branch is currently doing some reskilling of general AET lecturers who have an interest in a particular skill, but this has had very variable success as the implementation of the courses at which the lecturers could be trained is dependent on the required infrastructure.
- Too few approved workplaces in the formal economy for learners from the Community Colleges to gain Work Based Learning as part of their practical training component.

The Task Team, in a site visit to six large CLCs in three provinces, found only one CLC was offering accredited courses (in Plumbing, Motor Mechanics, and Electrical Repair at a local TVET College).

The observed non-accredited skills courses included:

- Computers, Gardening,
- Craft work including Knitting and Crocheting, Beadwork and Leather Craft
- Sewing
- Early Childhood Development
- Community Health Work – Home Based Care
- The centres were able to offer the courses as they are mainly classroom-based courses.
- Some equipment (computers, sewing machines) was available but small pieces of craft equipment were often in short supply.

- There is a lack of skills transfer as the majority of what vocational skills training is offered at CLCs are where SETAs source and fund service providers who provide the lecturers and equipment and learning materials, while the College only provides access to prospective students and infrastructure. In some cases, the SETA's role can also be performed by Non-Governmental Organisations (NGOs) and donors interested in developing skills in a specific area.

Funding problems

- The National Treasury has limited funding for short skills programmes while salaries for staff members who are implementing skills programmes are paid for from the Initial Teacher Training (ITT) and Small, Medium and Micro-Enterprise (SMME) budget.
- The majority of the short skills programmes are therefore offered through the funding from the SETAs and National Skills Fund (NSF). The Minister of Higher Education and Training is the accounting authority for the NSF and SETAs, and approves their budgets, and has prioritised the provision of a budget for short skill programmes which is currently being implemented through partnerships with TVET colleges and non-profit faith-based providers (DHET, 2023b). SETAs should be required to plan funding for short skills programmes in TVET and CET Colleges. It is also clear that other sources of funding are required, beyond the NSF and SETAs for such skills training.

- The cost factor, exacerbated by the constraints of the current CET budget, is a daunting challenge. The provision of short skills is costly due to the need for suitably sized workshops for artisanal skills, the consumables and the safety gear. The per learner cost of technical short skills courses is high. Somehow there has to be a lowering of the cost of short course skill development. It must be noted that training built on a learnership model with a mandatory salary bill is inevitably costly and not appropriate.

Proposals

1. A new directorate that deals with skills training and separates it from ABET and second chance Senior Certificate to ensure the provision of key resources

The unit, which needs some degree of operational independence, will plan and lead the implementation of short skills courses in the CET system. It will negotiate appropriate partnerships with national bodies like the QCTO, SETAs and the NSF to ensure cooperation at a national level to ensure seamless implementation in Community Colleges. It will prioritize partnerships with existing providers that already offer vocational training and will need to collaborate with other local and provincial entities like the Provincial Economic Development Departments to prevent duplication of resources. As already recommended Chapter 2 on Institutional Identity and Building, anchoring Community Colleges in TVET campuses to ensure skills and employment training are more closely coordinated in appropriate workshop facilities (while the ABE and Senior Certificate studies are offered in the current classroom type context). Many of the other proposals below assume some such coordination by a dedicated skills training unit that would work collaboratively and coordinate the partners in a 'Tripple Helix' model.

2. Prioritize construction skills

Construction skills courses should be prioritized in order to help in the building of infrastructure in the colleges and centres and provide work-based learning as well as dealing with maintenance and repairs. This would include amongst others brickmaking and general handyperson courses.

3. Research be undertaken to determine and provide the briefs for a package of short skills courses

Simultaneously research needs to be undertaken to determine a package of short skills that are universally high in demand such as nail technician, beauty technician, and home-based care that do not require extensive infrastructure for a quick roll out in a number of centres.

(To assist in this, the QCTO and SAQA need to establish common terminology to clarify the distinction between accredited and non-accredited, formal and non-formal courses.)

This should include an effective Life Skills programme to assist learners to gain required soft skills to assist them to thrive. The programme should contain components on:

- **Self** – building trust, self-awareness, motivation, problem solving
- **Being self-sufficient in work and life** – communication, interview skills, dealing with conflict, setting goals

- **Family community and society** – equality and respect, gender-based violence, and substance abuse

The results of an evaluation of a Life Skills Programme that is run by the CIE Thabiso Skills Institute as a compulsory course before occupational training, has shown that the programme was found to be beneficial to the participants' personal development journey and to the development of meaningful skills applicable to occupational skills programmes as well as the participants' family, community, and work settings. The evaluation emphasised the Life Skills programme's relevance in meeting the participants' psycho-social developmental needs, as well as its role in laying the groundwork for young people to pursue sustainable livelihoods. The course built self-confidence, positive attitudes and problem solving skills. Over 70% of the 11 070 completers of the course showed improvements in cognitive skills and social behaviour.

4. Develop work-based learning as a component

It is widely accepted that Work-based Learning (WBL) is an important component in the learning cycle, ensuring that young people not only learn the hard and soft skills but how to transfer the learning into a workplace, either in the formal or the informal economy.

As there are limited opportunities in the formal workplace for learners from Community Colleges, alternative opportunities need to be explored including:

- simulated learning
- placement in informal businesses in the local economy
- use of the Community College itself as a place for learners to practice their trade, e.g., using the cooking facilities of a Community College to bake goods to sell to the local community.

As proposed in the *National plan for Post-School Education and Training. 2021–2030* (DHET, 2021b, p. 20):

SAQA and the QCTO will need to review all NQF Level 2 and 3 occupational certificates and NQF Level 4 National Occupational Certificates (NOCs) with particular regard to the possibility of simulated workplace-based experience components, as there are limitations currently with placements for work-based learning (WPBL).

5. SETAs and QCTO to provide capacity building and support

The SETAs and QCTO can assist training providers by offering greater support for capacity building and facilitating access to resources, thus ensuring a smoother accreditation process for all stakeholders involved. They could also review the cost of skills programmes with the SETAs.

A simplified beginners guide for CLC QCTO accreditation should be developed.

6. Develop short skills learning materials centrally

The DHET in collaboration with TVET Colleges and QCTO should source good existing material from skills providers to reduce cost and ensure quality.

There is some capacity in TVET Colleges and the QCTO to convene curriculum development panels for skills programmes using the TVET sector. See also Chapter 6a on Learning Materials.

7. Research be undertaken to map regional and local skills training demand

Community Colleges and Community Learning Centres in collaboration with their local Provincial Economic Development Departments should be supported to enable mapping of local communities for economic activity and opportunities. Demand for skills programmes in both the formal and informal economies should be identified. The mapping exercise is also a good public relations exercise, not only highlighting to the community what skills are on offer by the skills centres, but also making them more aware of the existence of the centres and the opportunities they offer to youth and older people. An unintended consequence of the using a community mapping tool is that it assists centre managers to get to know the communities within which they operate better, and to become more engaged with placement of learners.

This mapping was already called for in the *National plan for Post-School Education and Training, 2021–2030* (DHET, 2021b, p. 20):

CET colleges will analyse municipal local economic development plans and Labour Market Intelligence Unit (LMIU) data to assess demand and develop programmes, including programmes which articulate with TVET studies, and skills development programmes where needed by other government departments.

Of note is the extensive survey done in 2013 by the South African Institute of Distance Education in Gauteng on the adult learning centres in that province and the demographics and economic prospects in the catchment area of each centre. Thus provides a model of how such regional and local survey could be done. Provincial Economic Development Departments may also have capacity to help here. There are also a number of guides and templates for doing local community surveys.

Universities as noted in the Tripple Helix Model (in Chapter 2), can assist in providing statistics, tools and capacity development to assist in developing appropriate processes for Community Colleges to implement.

This is an example of a suggested process for such a community mapping exercise.

Example of a Community Mapping tool

First Step – “Looking Inward” (self-assessment of the skills centre): Map the past; Map the present; and Map the future (becoming a centre of choice)

Second Step – “Looking Outward”:

Sources of Information

Desktop Research (e.g., Integrated Development Plan (IDP) of the Local, District or Metro Municipality, Business directories, Current information: newspapers and other media etc.)

Getting information through personal interaction (e.g., Individuals from the surrounding community and civil society groupings, Businesses, Public entities/ institutions)

Gather information through planned interactions: (e.g., Staff meetings, Interviews with questionnaires, Focus group discussions with learners (current and former)

Physical mapping: drawing and using maps and census data

Third Step – The Analysis of the data

The Alignment of Strengths to Opportunities

Making decisions

Draft an informed Action plan and a Theory of Change

8. DHET to urgently develop CET partnerships with TVET Colleges and other institutions

Because of the necessity and urgency of the partnerships with the TVET Colleges there must be negotiations with the TVET Branch in the DHET with the aim of piloting the use of TVET college campuses to introduce skills programmes in CET.

Many partners can be found – TVET and other colleges, training institutions (such as former Department of Manpower training facilities and FBO and NGO training projects), private sector training facilities, redundant public schools, and suitable municipal facilities. However, there must be acceptable, appropriate partnerships conditions, e.g., that the training facilities are in good condition and do not have obsolete equipment, and the training staff are appropriately qualified and experienced.

9 The DHET CET branch develops an alternative set of academic/ occupational requirements for the appointment of suitable short skills course facilitators

For more detail refer to Chapter 4c Educators and trainers, the Skills programmes part.

10. Effective system of Artisan Recognition of Prior Learning (ARPL) for lecturers and students is required

The *National Policy and Criteria for the Implementation of Recognition of Prior Learning (Amended in March 2019)* (SAQA, 2019, p. 10) describes the importance of recognising previous knowledge, skills and competencies to further access, mobility, and career paths. Moreover, it seeks to accelerate the redress of unfair discrimination in education, training, and employment opportunities.

RPL is defined in this policy as (p. 6):

the principles and processes through which the prior knowledge and skills of a person are made visible, mediated and assessed, for the purposes of alternative access and admission, recognition and certification, or further learning and development.

It is multi-dimensional – including the making visible, mediation, assessment and recognition of informal and non-formal learning – and usually includes guidance and counselling, preparation for assessment, and where appropriate, post-RPL top-up (gap-fill) training. While assessment is an integral feature of all RPL in the country, assessment is not treated in isolation from these other steps in the RPL processes.

RPL in the Sector Education and Training Authority (SETA) contexts

In research commissioned by SAQA and made available to the Task Team as part of SAQA's support for it, the SETAs were found to be at various stages of RPL implementation, with some at policy development stage, and others having rolled out RPL for considerable numbers of candidates. There were diverse understandings, interpretations and ways of implementing RPL across the SETAs. While weaknesses included lack of coherence and monitoring, and lack of documenting and reporting, it was clear that many SETAs had extensive knowledge and experience of RPL, and had built up strong systems, processes, implementation models and tools over the years (Naude and Malgas, 2013).

RPL in the professional body contexts

According to the *policy document* (SAQA, 2019, p. 14) professional bodies have to comply with this policy (p. 14):

Including an RPL route as an integral requirement for the attainment of professional designations under the jurisdiction of the Professional Body as stipulated in the

national Policy and Criteria for the Recognition of Professional Bodies and the Registration of Professional Designations [and to] Progressively developing and enhancing the capacity to initiate and support RPL provision

Further, the South African Qualifications Authority's 2020 *Policy and Criteria for Recognising a Professional Body and Registering a Professional Designation for the Purposes of the National Qualifications Framework Act, Act 67 of 2008 (As amended, 2020)* seeks to (p. 6):

j. encourage the provision of alternative access routes into professional designations through Recognition of Prior Learning (RPL);

and one of the criteria for the recognition of professional bodies is to that they have (p. 8, 10) policies and criteria (pp. 8, 10):

ii. on RPL to award designations for members who do not have the required underlying qualifications

f. include, as general requirements, assessment, RPL, designation competencies, and/or work experience.

Whilst the need for ARPL in the South African context is necessary, an efficient and effective system has yet to be established.

Currently learners are experiencing many problems and complications with such RPL processes:

- Lack of awareness of the existence of trade test centres as well as that there is ARPL
- Complications in registering on the National Artisan Development Support Centre (NADSC) database and/or through private trade test centres
- Cost in relation to the ARPL process and the development of a Portfolio of Evidence (PoEs) – with proof of evidence. Currently the cost ranges from R18 000 to R25 000.
- Cost in relation to assistance in trade test preparation
- Alleged “deliberate failure” at centralised Trade Test Centres in order to solicit bribes
- Unwillingness of companies to assist employees in the ARPL process due to increase salary implications once employees are qualified
- Cost, time and possibly travel related to going through the ARPL process
- Cost of test preparation and booking which is often conducted in the private sector, but also available in some skills centres

Solutions to these problems could be found by:

- Community Colleges creating awareness in their communities of the possibilities of acquiring a qualification through ARPL and provide assistance in identifying qualifying candidates and link learners to partners who run these processes.

- Lecturers can organise information sessions on ARPL and by developing materials that can be used to assist individuals in the elaboration of their ARPL portfolios, possibly in cooperation with nearby TVET colleges.
- Community Colleges can be used as the preparatory Centres for Trade testing. A number of the Community Colleges could be developed to become fully functional Trade Test Centres.
- Shorten the number of years before an experienced worker they can qualify for ARPL
- Community Colleges can establish partnerships with industry standard bodies such as IOPSA who have funding for the ARPL process.

The Catholic Institute of Education – Thabiso Skills Institute has signed an MoU with Institute of Plumbing South Africa (IOPSA) to enable an opportunity for 300 ARPL candidates. The CIE – Thabiso identifies the qualifying learners in its training sites and communities and IOPSA will assist in preparing and developing the candidates for certification. Qualifying criteria includes four years' work experience with proof of evidence (affidavits/testimonials) and a South African Citizenship.

11. DHET to develop an appropriate funding model for provision of short skills courses

The provision of short skills is costly due to the need for suitably sized workshops for artisanal skills, the consumables and the safety gear.

There is an added risk that if the costing is based on the Learnership model where a monthly stipend is built in the costs will be exacerbated unnecessarily and the learners will see this as a source of income rather than a training opportunity.

There appears to be little or no knowledge of the costing of short skills courses. A specific funding model should be developed for the provision of short skills courses.

The costings should be based on the course offered and not a standard formula.

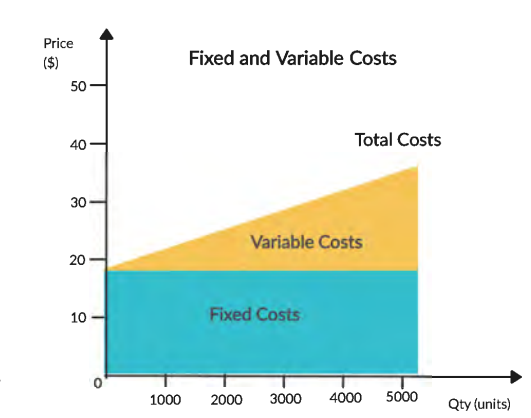
Community Colleges and Community Learning Centres (CLC) should have an overall operating, administration, maintenance and security budget.

The actual costing of specific skills courses depends on a number of cost drivers, as shown below:

Fixed Costs including centre personnel costs irrespective of the number of learners enrolled (and some costs really are fixed and cannot be scaled down)

Variable Costs dependent on the number of learners including personal protection equipment, learning materials and consumables

Consideration of **scalability**, that is the provider's capacity to support a larger or smaller number of participants, trainers, sites, etc.



The core staff of a CLC includes management, financial and administrative staff, the facilitators of short skills courses should be appointed on contract based on demand of the course. This

would prevent the escalation of the salary bill and allow the flexibility for the facilitators to earn income through the provision of a service to the community. This could also allow for the contracting of retired artisans who have the skills and experience to capacitate the learners.

Example of costing two skills courses in a Centre in the Free State

The Skills Centre runs 5 training intakes of 8 weeks each per year with the first 2 weeks being allocated to the compulsory Life Skills programme and 6 weeks for skills training. The centre runs an 8 hour day with a 1 hour lunch break and does not follow the academic year calendar for Schools and Community Learning Centres.

The total number of contact hours for Life Skills is 60 hours, with 40 hours for Business Skills and 180 hours for Skills training, giving a total of 280 hours of contact time over an 8 week period. The contact time includes theory, practical and assessments but does not include time spent on assignments and workplace experience.

Here are the costs for one intake of 20 learners (10 in Welding, 10 in Catering).

Programme		Welding	Catering	Life Skills
Fixed costs				
	Facilitation	49 329	39 463	16 686
<i>Total fixed costs</i>		49 329	39 463	16 686
Variable costs				
	Printing	428	383	248
	Consumables	2 222	2 505	
	Protective clothing	833	308	
	Stationery	73	73	37
	Moderation fee	330	330	
<i>Total variable costs for 1 learner</i>		3 884	3 598	284
<i>Total variable costs for 10 learners</i>		38 843	35 978	2 843
<i>Total costs per course</i>				
	Fixed	49 329	39 463	1 669
	Variable	38 843	35 978	2 843
	Total	88 172	75 441	4 511
<i>Total cost per student</i>				
	Welding + Life Skills	9 268		
	Catering + Life Skills		7 995	

Examples of costing for 14 occupational skills programmes

These programmes were delivered to 3 184 South African NEET learners across 7 provinces in South Africa with the participation of 18 skills centres over a two year period. These occupational skills programmes provided are short skills programmes, that include credit-bearing and non-credit bearing offerings, to unemployed youth in townships and rural areas.

Number of participants in the 14 programmes

Category	Occupational programme	Beneficiaries
Agriculture	Food Production	200
	Permaculture	104
<i>Sub-total</i>		<i>304</i>
Artisans/Services	Bricklaying	280
	Carpentry	280
	Electrical	200
	Plumbing	200
	Sewing	280
	Welding	400
<i>Sub-total</i>		<i>1 640</i>
Hospitality/Catering	Baking	200
	Cooking	160
	Catering	160
	Hospitality	80
<i>Sub-total</i>	<i>Sub-total</i>	<i>600</i>
IT Services/Administration	End User Computing	520
	Office Administration	120
<i>Sub-total</i>		<i>640</i>
<i>Total</i>		<i>3 184</i>

Details of the costing of these programmes

Category	Budget item	Number	Cost per person (Rands)	Totals
Agriculture (two programmes)	Consumables	304	525	159 600
	Training	304	7 295	2 217 680
	Life and business skills consumables	304	155	47 120
	Life and business skills training	304	1 275	387 600
	<i>Sub-totals</i>	304	9 250	2 812 000
Artisinal (six programmes)	Consumables	1 640	525	86 100
	Training	1 640	7 295	11 963 800
	Life and business skills consumables	1 640	155	254 200
	Life and business skills training	1 640	1 275	2 091 000
	<i>Sub-totals</i>	1 640	9 250	15 170 000
Hospitality (four programmes)	Consumables	600	525	315 000
	Training	600	7 295	4 377 000
	Life and business skills consumables	600	155	93 000
	Life and business skills training	600	1 275	765 000
	<i>Sub-totals</i>	600	9 250	5 550 000
IT Services and Administration (two programmes)	Consumables	640	525	336 000
	Training	640	7 295	4 668 800
	Life and business skills consumables	640	155	99 200
	Life and business skills training	640	1 275	316 000
	<i>Sub-totals</i>	640	9 250	592 000
<i>Sub-total programme delivery costs</i>		3 184	9 250	29 452 000
Overall Project management	Project management (7.5% of programme costs)	3 184	693.75	2 208 900
Total costs		3184	9 943.75	31 660 900

3c

Business development

Communal hubs, Cooperatives and Informal traders

Background

The current Community Education and Training operating environment is one in which 49.1% of the 18.3 million South African population that are currently Not in Education, Employment or Training (NEET) are between the ages of 15 and 34. This is one of the biggest problems for South Africa.

Enrolment in Post-School Education and Training (PSET) has generally been on a downward trend since 2017, exacerbated by the Covid-19 lockdown restrictions that disrupted teaching in 2020. This has further widened the gap between the NEETs aged 15–24 years and students enrolled in PSET institutions (irrespective of age) (Mudiriza and De Lannoy, 2023). In 2021, about 2.2 million students were enrolled in PSET institutions while the number of NEETs aged 15–24 years was marginally above 3.4 million. Thus the majority of the population of South African youth is not consumed by Universities or TVET colleges. This has created a large community of unskilled youth without opportunity to improve their lives. It is therefore necessary that the current role of Community Education and Training is revised to suit the large need for communities to be self-sustainable and economically active.

The *Report of the task team on Community Education and Training Centres* (2013) points out numerous challenges that young people and local communities are facing, namely

- High drop-out rates;
- Poor access to markets and access to information;
- High unemployment and poverty;
- Alcohol and drug abuse;
- Crime;
- Suicide amongst the youth;
- Teenage pregnancy and child abuse;
- Health issues; and
- Boredom.

The report commissioned by the Director-General's Advisory Task Team on Community Education and Training, *The ideal institutional model for Community Colleges in South Africa: a discussion document* (Land and Aitchison, 2017) recommended community colleges to offer strong support and advice on programmes and learning options related to career possibilities, employment, information on community issues, work experience, labour market and placement agencies, financial aid and academic support.

The *Report of the Task Team on Community Education and Training Centres* (2013) locates the sphere of adult and youth education in communities with strong varied links with local Non-Governmental Organisations (NGOs), Community Based Organisations (CBOs), local government, the local economy, and labour markets.

The students and community support services interventions must therefore be provided in synergy with these organisations. Mutula (2016) reiterates that community learning centres (CLCs) cannot operate in isolation, but as part of the community. Community Colleges must establish centre-community relations to enhance their efficiency and for the community to benefit reciprocally.

“Entrepreneurship” programmes now offered by Community Colleges

There are three entrepreneurship programmes in Community Colleges that were approved by the DHET Director-General on 8 December 2022. The Memorandum of Agreement with the Small Enterprise Development Agency (SEDA) (an agency of the Department of Small Business Development (DSBD) provides for a range of programmes to cover different audiences – students in colleges who want to start their businesses and also people in existing businesses in communities.

The main current programmes are:

New Venture Creation (NQF Level 2)

- Use basic Mathematics in order to fulfil new venture functions effectively.
- Apply basic Communication skills in new venture creation context.
- Determine market requirements and manage the relevant marketing and selling processes.
- Demonstrate an understanding of the sector/industry in which the business operates.
- Determine financial requirements and manage financial resources of a new venture.
- Manage business operations.

Business Start-up (NQF Level 2)

- Explain the requirements in setting up a small business.
- Explain the factors that ensure the long-term sustainability and of a new business.
- Demonstrate an understanding of basic market research.
- Develop a basic business plan.

Business Practice (NQF Level 2)

- Use fundamental skills in a business environment.
- Make appropriate use of Information and Communications Technology in an office setting.
- Understand and apply entrepreneurial and business knowledge and attitude.
- Incorporate life skills in an employment or self-employment situation.

These current accredited programmes on entrepreneurship are offered on NQF level 2, which in practice requires the learners to be able to read and write in the English language. The programmes are pitched at a relatively high academic level and require the high theoretical comprehension of the knowledge. The market for people in communities that require survival skills are not necessarily literate or people that have secondary school education. This means that although there is a need for these programmes amongst a specific group, there is still a large portion of the community that is not catered for, and therefore the impact of the CLCs within the community is minimal.

Other programmes

The CLCs throughout the country do not have a standardised method of offering “survival programmes”, nor is there emphasis placed on the CLC to provide such programmes.

Each CLC offers a unique programme (if it indeed has one at all) based on their capability and teacher capacity. It was found that the colleges that have initiated programmes aimed to improving the financial well-being of the communities were largely led by an energetic centre manager.

The types of other programmes offered at these centres include:

- Sewing
- Beadwork
- Basic computer literacy
- Food Gardening
- Learner’s driver license

It was further found that the centres indicated various types of potential survival programmes that they could or would like to offer which include, Upholstery, Nail technician, Cell-phone repair, Hairdressing, Landscaping, Catering and decorations.

[It is noted that there are Student Entrepreneurship projects that are implemented in universities and TVET colleges have managers and receive funding from the NSF, including 'business start-up kits', and managers. Community Colleges need to receive the same support.]

Challenges and problems

As indicated above, there is a paucity of appropriate skills and entrepreneurial courses and trainings, whether accredited or non-formal, offered within the CET system.

The current **accredited programmes** on entrepreneurship are offered on NQF level 2, which requires the learners to be able to read and write in the English language. The programmes are pitched at a high academic level and require the high theoretical comprehension of the knowledge. The people in communities that require survival skills are not necessarily literate or people that are educated. This means that although there is a need for these programmes amongst a specific group, there is still a large section of the community that is not catered for, and therefore the impact of the CLCs within the community is minimal.

There is also a problem in **staff capacity and development** in relation to such programmes.

There is a clear imbalance in staffing within the various CLCs. There are some CLCs that indicated that the teachers are handling large numbers of learners, whereas others are handling very small numbers. The CLCs that indicated their potential of hosting various survival programmes were found to be under-developed in the knowledge of those particular skills, and would require training to ensure that they have some competence in application to specific businesses, e.g., nail technician, hairdressing, etc.

Other known challenges with the current approach, include the lacks in infrastructure of the CLC, staff morale, lack of partnerships, lack of autonomy in decision making and over-centralised budgets, as well as the lack of management capacity.

Proposals – the hub approach to business development

The proposals we make centre around a “hub approach” to developing training capacity in the CLCs.

What is the hub approach?

Fundamentally, a “hub” is a built-up physical space that engenders and facilitates innovations, collaborations, co-creation, and shared benefits and accelerated serendipity that can be capitalized on for successful collaborations (Jiménez and Zheng, 2018):

The hub approach to developing entrepreneurs, positions hubs as centres and spaces – physical or virtual – that provide coworking facilities, as well as financial and non-financial support, to promote technological innovations and entrepreneurship.

There is evidence from developing countries around the world that the development of a community hub within training centres has led to a decrease in poverty. A community hub would be a source employment and development in all sectors – formal, non-formal and informal – sectors and a force for rebuilding the economy of poverty-stricken communities.

For example, Li, Zhang and Matlay (2003) found that community entrepreneurship and education in China is a relatively new concept with rapid expansion of management programmes. By the turn of the century, there were 106 rural enterprise training centres and colleges nationwide with about 1.7 million participants trained between the year 1996-2000. Most of the programmes are short-term training programmes and tailor-made vocational education and training.

The development of a communal hub

It is recommended that Community Colleges develop hubs (at larger CLCs) to be a place for the community to gather and share ideas and opportunities. The communal hub will consist of a variety of groups or clubs that are made up by community members with similar interests.

These hubs are envisaged as places for sharing knowledge, both formal, non-formal and informal, and for the upskilling of community members both young and old. They would also be a place where the community gets access to information they need about the community and wider afield.

The hub environment

The following criteria should be met by the Community College to create a friendly environment for the Communal hub:

- Free access to the internet and resource/information centres where they can learn to use basic and current technology to broaden their learning and discover opportunities.
- Community activities such as:
 - » Homework and tutoring clubs
 - » Book and toy libraries club
 - » Sewing group
 - » Communal vegetable gardens
 - » Cleaning service group
- Range of volunteering opportunities of services to the community and to gain experience (including that necessary for the work integrated learning (WIL) component of higher education qualifications (Higher Certificates, Diplomas or Degrees).
- Communication link with between communities and government departments, businesses and NGOs/CBOs for work experience.



Categories of business development hubs

There are two main categories of such hubs, those for:

- people that already have businesses, and those for
- community members that do not yet have any business.

The hubs can also be places to give support to:

- cooperatives
- informal traders.

These are our proposals about such hubs in the Community College system.

Community members that already have existing businesses

Community members that already have existing businesses will be directed to participate in the three already developed programmes, the New venture creation, Business start-up, and Business Practice. This will allow these businesses to identify opportunities for growth, funding, and partnership for the development of their businesses.

The programmes will be re-designed as learning packages at NQF level 1. The learning packages will include templates and examples of the learning outcomes to make it easier for the learners to comprehend.

We believe that participants could be required to pay a nominal fee (say R120) to study in the programme. This fee will serve an indication that the learner is committed to complete the programmes. The fee will also assist in financing some of the costs that may be incurred in the programme, e.g., study material.

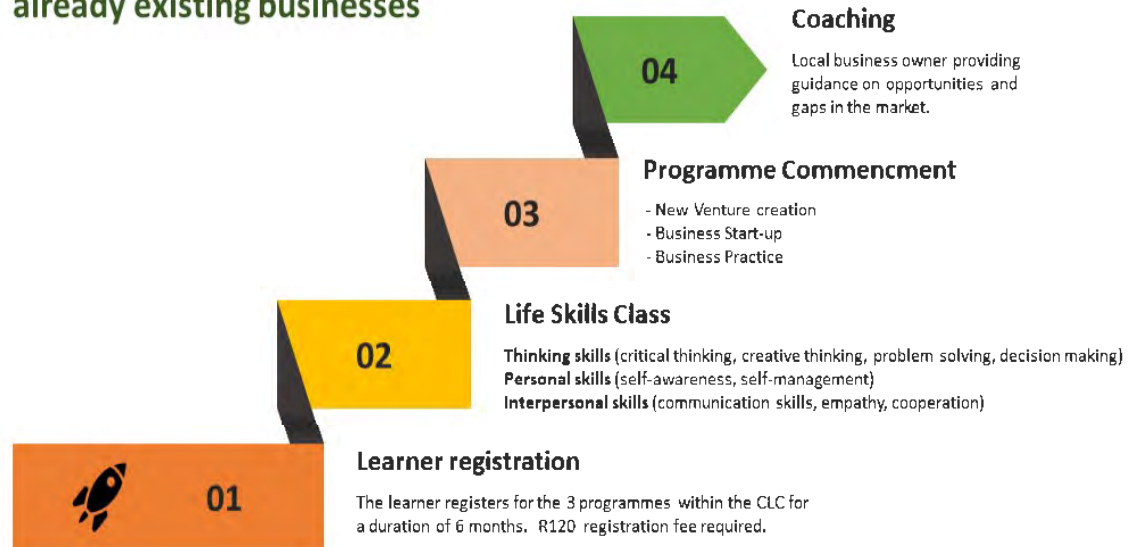
The shape of the programme

After registration the learners will go through a compulsory Life Skills class. The class will focus on the following:

- Thinking skills that include critical thinking, creative thinking, problem solving and decision-making.
- Personal skills, comprising of self-awareness and self-management.
- Interpersonal skills, focusing on communication, empathy, and cooperation.

The students will then proceed to the entrepreneurship programmes, and once completed, they will be introduced to a coach from a local business, and where possible and appropriate, provided with a start-up kit (as is provided by the National Skills Fund for graduates in some TVET Colleges). A local business owner will be identified to provide a coaching session for the learners. The business owner will provide information on how the learners can advance their businesses in their communities and other opportunities and gaps that exist with the community.

Community members with already existing businesses



Community members that do not have any businesses

The Community College or CLC will need to do a community needs analysis. They will further need to identify skills that currently exists within the institution based on the needs analysis findings.

The teachers with the skills identified will then have to further trained in their skills and train the community on the skills acquired.

The students could be required to pay a R60 registration fee to ensure commitment into the programme. The students will be required to attend a compulsory class on life skills prior to starting the training. The life skills programme will provide the students with thinking, personal and interpersonal skills, and then proceed to the skills training of their interest.

The provision of appropriate start-up kits is also to be considered.

Upon completion of the training, each Community College or CLC will host an expo showcasing and selling the final products produced from their students. This will ensure that the community participates in the activities of the CLC and provide exposure for the students and their skills.

The shape of the programme

Task	Activity	Responsibility
Community needs analysis	An assessment of what the community needs are in terms of non-formal and informal skills should be conducted.	Each Community College will vary in terms of the non-formal and informal training that it provides based on the individual outcomes of the needs analysis
Teacher's skills identification and training	Each Community College should identify the teacher's basic skills in comparison to the needs analysis outcome. The teachers with the basic skills should be further trained in a short course to enhance their competency in the skill. In the event that no teachers are identified with the skill required, an external consultant should be recruited to either provide training for the teachers or provide the training for the community.	The College should ensure that the appropriate resources are provided for the basic training, specifically the facilitator of the training
Advertising of local programmes	The non-formal programmes should be advertised to the local community through word-of-mouth and the local radio stations to attract the community and other organizations that may want to participate in the programme with a due date for application	The College
Admission and commencement of the programmes with a R60 registration fee.	The programmes are officially launched in the centres.	The College and the DHET
Life Skills class (compulsory)	- Thinking skills that include critical thinking, creative thinking, problem solving and decision-making. - Personal skills, comprising of self-awareness and self-management. - Interpersonal skills, focusing on communication, empathy, and cooperation.	College
Monitoring and Evaluation	Student's practical work assessed and evaluated for quality	College
Community Exposition	The College to host a community exposition to display and sell the products manufactured by the class and to expose the skills offered	College

Cooperatives – the development of cooperative associations

It has been argued that enhanced community networking can improve access to financial capital, political influence, and other resources that, in turn, sustain human capital (Gittell and Thompson, 2001) and that helping the poor use their social ties to access outside resources is crucial for community development.

Several scholars have found that the business structure of cooperatives allows them to be more society-oriented (Wilkinson and Quarter, 1996; Zeuli, Cropp, and Schaars, 2004). Cooperatives promote a practice of societal development that is not only society-centred but is also democratic and people-centred. Cooperatives expand the ability of groups to participate in, negotiate with, influence, control, and hold accountable the institutions that affect their lives. This empowerment is achieved when community members work together and learn that they can rely on themselves and on their ability to act collectively to improve their personal circumstances and the well-being of their community (Majee and Hoyt, 2011).

A framework for developing cooperatives

The Programme

A four weeks programme that is facilitated by a business manager or business expert.

Members must have attended at least some sessions offered by the College or CLC on either

- New Venture creation
- Business Start-up
- Business Practice

or

- Any business skills related programme in the College or CLC or community centre.

Primary Process

Task	Activities	Roles
Governance Planning • Identify ownership group • Draft an organization chart	Develop a governance committee which includes: • Ownership, Authority and Accountability • Identify who the cooperative's members should be and draft an organisation chart • Engage potential members • Create a membership agreement member registry • Set-up a business e-mail address	Week 1 Group sessions and task completion.

Primary Process (continued)		
Task	Activities	Roles
Budget Planning - Identify start-up costs - Create member equity plan - Begin searching for grants	Start with compiling a list of start-up costs and potential sources of funds. Align with the local community National Youth Development Agency (NYDA) and Department of Labour office to get the required data you need.	Week 2 Group sessions and task completion.

Secondary Process		
Task	Activities	Roles
Develop the product or service and market it.	- Develop the product/ service for specific identified customers, initially at small scale based on demand, and ask customers for referrals. - Advertise the product/ service on social media and local radio stations. - Become visible to the community.	Week 3 Progress Monitoring and feedback

Tertiary Process		
Task	Activities	Roles
Source advice, funding and partnerships.	- Source an advisor from the Community College or the local business community. - Continuously source funding and partnerships for growth through local government and local community businesses.	Week 4 Progress monitoring and feedback

Inclusion of Community Colleges for government funding and partnerships

It is further recommended that community colleges become accommodated in the current government and business funding structures. The community colleges should also be included in the student entrepreneurship forums and their participation should be encouraged and accommodated, e.g., through the Isiqalo Youth Fund This can be accomplished through the inclusion of the various entrepreneurship and funding houses with the communal hub.

Further collaboration with the agricultural colleges and farmers would create the access to larger markets and improve the community's economic activity.

Developing informal traders – the "hustler-preneurs"

In a country where employment opportunities are rare and social grants – which are only available to a narrow group of individuals – are insufficient to cover all of a family's needs, it is unsurprising that many people resort to informal self-employment to make ends meet by selling small quantities of consumer goods (sweets, tissues, cigarettes, clothing, fruits and vegetables, etc.) or providing informal services (hairdressing, shoe and clothing repair, etc.). Doing these jobs are what experts describe as "survivalist strategies". Informal traders therefore often engage in informal trade to provide for their families' basic needs and protect their and their families' dignity.

According to the International Labour Organization (2021), the informal sector plays an important role in the developing world by reducing poverty and providing an alternative for those who are unable to find formal employment. In South Africa, despite the difficulty of measuring the sector due to its informal nature, Medina, Jonelis, and Cangul (2017) estimated the sector's value from 2010 to 2014 to be nearly a quarter of South Africa's gross domestic product (GDP) compared to Nigeria where it is above 50%.

The informal sector thus controls a sizable portion of the country's annual output. Developing and less developed countries are encountering a growing number of informal traders, thereby supporting growth in informal economic activities (Guild and Shackleton, 2018; Khumalo, 2019). The importance of informal traders in these countries has been long established, nonetheless, it is not clearly indicated in the governance of informal economic activities in most countries (Bamu-Chipunza, 2018).

This development has created a discourse about the importance of informal street trading in the country's economy and how authorities assist them. Informal trading in developing and less developed countries has become the main source of income for the poor who do not have formal employment (Connor and Charway, 2020).

Access to education, training, and technology are major challenges among informal traders. Access to the latest technology requires is expensive hence informal traders do not exploit it to gain a competitive advantage (Maloka, 2013).

Mitulla (2003) indicates that the majority of informal street traders have low education levels. It is, therefore, not easy for informal street traders to read and understand the by-laws, contracts, training materials, and any other important notifications.

Though access to education and training has a positive impact on the growth and development of the informal sector, the Agrisystems Consortium (2008) found that informal street traders regard training as a hindrance rather than an enabler for growing business because attending training means a loss of income for the time they spend in class. Thus, training should be conducted outside business hours to make it more attractive to informal street traders. Training should concentrate on aspects such as financial management, purchasing, client care, and marketing. This will have a positive impact on the expansion of their businesses.

The Community College can provide training that is thoughtful of the street traders' educational level and training needs.

A framework for Community College hustler-preneurs programme

Pre-conditions

- To register the candidate must have an already operational hustle business.
- The class requires at least three or more participants to continue.
- The classes are recorded, and recordings are made available to registered participants.
- The class times could be as follows: Morning 9 a.m. – 12 p.m.; Afternoon 1 p.m. – 3 p.m.
- Introductory session about government support and training services (including services available at the community centre communal hub).

Type of training	Duration	Mode
Money management	Weekly/based on demand	Contact/ Virtual recording
Growing your market	2 hours Class session	
Business management	2 hours Consultation	
Fundamentals of selling and negotiation		
Digital transactions		
Online business platforms		
Establishing joint ventures		

3d

Community education and services

Background

There does not seem to be a common understanding of the definition of community education, or of community learning and development (Aitchison, 2012).

In some countries community education defines programmes aimed at promoting learning and social development work with individuals and groups in their communities using a range of formal and informal methods. A common defining feature is that programmes and activities are developed in dialogue with communities and participants. The purpose of community learning and development is to develop the capacity of individuals and groups of all ages, the capacity of communities, to improve their quality of life and take ownership of their world.

In other countries this is defined as occupations concerned with outreach education and development work in local communities. The term 'community learning and development' here is used to acknowledge that the occupations work primarily within local communities, and that this work encompasses not just providing less formal learning support but also a concern for the wider holistic development of those communities – socio-economically, environmentally, culturally, and politically. In South Africa, Baatjes and Baatjes (2008, p. 18) have defined community education as that education whose primary purpose:

is education within and for communities. Community education emphasises education that grows out of people's experiences and the social interests that are generated within communities. It has a different focus from mainstream education both in its curriculum and in its methods. Community education is about encouraging and engaging people throughout life into learning that is based on what they are interested in. Education is developed that is relevant to the participating learners and is responsive to community priorities identified with people rather than for them. The motivation and purpose for learning by the participants will change over time, but if education is rooted in communities, it will allow genuinely alternative and democratic agendas to emerge at the local level.

The common feature of community education, from all perspectives, is that it originates from the community's interests and needs and is not prescribed by the institution that offers the learning. It is about the continuing learning of individuals in the community that is specifically geared towards the development of the community. These are small chunks of learning which are linked to the problems in the community. Community education is not concerned with individuals. It is groups of individuals that are the unit of focus. It is not validated through

certification processes, but by the participating community. Most of the time this type of education is defined as non-formal education because of its non-reliance on formal qualification credentialing systems. Participants tend to have short-term goals rather than certification as objectives. Community education is a natural extension of the open-door policy and the egalitarian impulses that gave rise to the concept of Community College in the first place (Cohen and Brawer, 2003). Therefore, it is difficult to imagine a Community College that does not offer community education as its outreach programmes in the communities it serves.

Importance of Community Education

As indicated above, community education is important and of benefit to both the Community College as an institution and the community it serves.

Community education offers the community:

- A chance to gain knowledge and skills to areas of learning they need to grow further and develop their livelihoods, e.g., in farming; horticulture; growing their businesses and projects; etc.
- Helps further develop some elements of vocational education that individuals in the community may need or update their skills.
- An opportunity to learn about the facts that affect them and their community, bring fact-based awareness and facilitate decision-making, e.g. civic matters; parenting; government services; etc.
- Knowledge about improvements in such areas as health; education; justice system; etc.
- Community education may be a catalyst for income generation.

Community education is also of benefit to the Community College:

- It brings the needed footprints to the college, ensuring that the institution is owned by the community and also increases the possibility of expanding enrolments in formal programmes of the college.
- It attracts a different kind of students / participants – the ones who are older and sometimes working.
- It encourages and supports life-long learning in the communities through exposure to the institution and what it can offer to individuals.
- It brings to the college valid voices of local actors and further dialogue of what the needs of communities are.
- It is a constant and valid link of the college to its community.
- It makes the Community College a coordinating site amongst Post-School Education and Training institution on community education.

Examples of Community Education programmes

As indicated before, there is a wide range of programmes that can be considered as community education. In some of the South African Community Colleges, the non-formal education programmes are usually allocated to community education. The problem with this practice is that

these programmes are often those that are taught to students who have enrolled particularly to gain specific skills and certificates. The programmes are initiated by the college and not the with the community and there is no way to tell their impact on the community. Whilst there is nothing wrong with offering community education courses to enrolled students, here we are concerned particularly with those programmes that originate from the expressed interest of the community development and there are clear indications how the knowledge and skills gained are to be utilised in the development of the community.

What is to follow is not an exhaustive list but some examples of what can be considered to be examples of community education programmes:

- **General Civic education**
- **Public Services Information:** Community education is a vehicle that can address a wide range of general and specific issues affecting communities, including such things as poverty, health, land, housing and livelihoods. When information about public services is packaged systematically and factually, it helps communities to have first hand information that is accurate and can help individuals in making decisions about how to improve their lives.
- **Basic Skills for development and livelihoods:** The Barefoot College in India trains semi-literate and illiterate women to assemble, install, repair and maintain solar systems. Women are chosen by their village and undergo a few months of training at Barefoot College. Here they share basic knowledge and are given intense hands-on practical training. They then return to their communities to install solar systems in each house in the village. Also, in India they have used this method in training women to install indoor plumbing as a social health intervention and train rural women using digital technology (Radhakrishnan and Rao, 2018; Rao, 2018). (See also Chapter 3b Skills programmes.)
- **Upgrading skills for livelihoods and development:** Community education can also be an important intervention in the upgrading of skills and also putting together individuals with community interest so they can support each other as they practise their craft in the community. Baatjes and Baatjes (2008) describe an agency in KwaZulu-Natal which provided education to emerging farmers as well as *Abahlali basemjondolweni* (Shack dwellers movement) who seek out support to build better structures for their dwellings. Community education can be organised to support initiatives like this to provide ad hoc skills that would not require that individuals leave their jobs to attend classes full time and also remain as a group to support each other in the community. This can be applied in many occupations that community groups participate in, e.g. cooking and catering; animal farming and diseases; art; beauty care; etc. (See also Chapter 3b Skills programmes.)
- **Support to the development of businesses and cooperatives:** Small business owners often cannot afford to leave their businesses to go and attend classes. Many times, these owners are the sole workers. It then becomes important that an injection of education and training is organised for such groups at a convenient time and to groups of individuals who can also rely on each other when they operate in the community.

Many more examples can be identified as worthy programmes that can be organised and offered to community groups for the further development of individuals and groups. The Task Team on Community Education and Training Centres (DHET, 2012) made various proposals including that CLCs should be satellites of Community Colleges and that the focus on ‘community’ should be as much a matter of location (easy access) as a matter of orientation, locating this sphere of adult and youth education in communities with strong links to communities in their varied forms, to NGOs and CBOs, to local government and to the local economy.

Examples of Community Education services

Community members who have exited the schooling system continue to have needs for education and training or educational support in their endeavours for livelihoods.

One example is the Interactive Community Access network (I-CAN) programme, located in Elsies Rivier, and an initiative of the Western Cape Government.



The I-CAN centre is a public access facility that provides citizens of all ages with various digital services and access to modern technology. Most citizens find the I-CAN centre compelling due to wide variety of innovative digital services. Most of the attraction is due to the friendly environment, hygiene friendly area, friendly reception and staff, free WiFi and internet services and easy access to digital services, e.g. CV typing, copying, printing, scanning of documents, etc. The reasons for visiting the centre vary, with those accessing free internet services provided by the City of Cape Town (SmartCape), mainly in libraries, constituting the highest number, to be followed by those attending courses. The aim of these programme is to boost digital skills within local communities and economic growth.

Another example is in the potential the Task Team observed when they visited the Bofolo Community Learning Centre, in Beaufort West in the Eastern Cape. During the visit, there were some older people who were part of the audience that came to meet the Task Team. What was striking about their presence, they seemed to be at odds with the purpose of the Task team visit, was that their appearance was a coincidence – they had come to the Bofolo CLC to request it to help in their farming initiatives in the community. The CLC itself had not really processed how they were going to be helpful to them and how this would fit into what they consider to be their mandate. What great potential for community services is here!

Introduction of Community Education in the Colleges

In establishing a community education programme in a college there are various steps that need to be undertaken and the following is an example of such:

- A needs assessment in the community must be undertaken. This will allow the college to identify stakeholders in the community and voices of local actors. After this step, priorities must be identified, and matched to the capacity of the college.
- The college must identify partners, e.g. NGOs and CBOs; other government departments; etc., with whom it can offer the programmes and these partners can bring different resources, such as expertise, infrastructure; or offering the programmes on their behalf; etc.
- Identify funding resources for the programmes which can be from participants, the college budget or external funding.
- Allocating the responsibility for this function at the college and building capacity for those responsible for the programme.
- Designing programmes that should be delivered over a number of years to allow for piloting; learning; evaluation of the programme and discontinuation where necessary.
- Make use of existing channels of communication (such as ward such as ward meetings, church functions, political party gatherings etc.) to raise awareness in their communities about adult education.
- The DHET should require colleges to report on their community education programmes in a clear fashion that allows for this programme to grow and be a permanent and integral feature of the college.

Conclusion

According to Engelbrecht (2005), community education entails facilitating and sharing existing and collective knowledge and skills or acquiring knowledge and skills in a way decided upon in collaboration with the community. The community is involved in what is being learnt and how they want to learn, based on the "core business" of community education, namely the elimination of the disempowering effects of ignorance, by improving the literacy and skills level of communities. This echoes Freire's assertion that in the development of society, learning and knowledge are not developed using mere theoretical approaches and floating in space, but by using knowledge and using it for the development of society to achieve prosperity in the sense of independence to make choices in life. This is community development in the concept of education that empowers and humanizes.

Traditionally, primary schools have been used as places where some community education will take place. Communities gather in these venues for meetings over community affairs. Now that Community Colleges and Community Learning Centres exist, these should be utilised as central institutions for community education and development. Community education is central to Community Colleges as this is the sole institution in the post-school education system with a mandate to galvanise and propel communities towards empowerment and development. Universities for example have struggled in fulfilling the requirement of community education as many universities are not embedded in communities. It should be the responsibility of the Community College to coordinate the efforts of other Post-School Education and Training institutions. This requires a college that is closely linked to its communities as well as innovative leadership that can identify community needs and develop programmes that meet these needs.

4

Governance, Management, Administration, and Staffing

This section deals with the governance, management, administrative and staffing components of the Community College system and how it can be managed and administered to be more effective and efficient.

It comprises six sub-chapters:

- 4a Governance
- 4b Management
- 4c Administration
- 4d Educators and trainers
- 4e Human resources appointments and development
- 4f Organizing volunteers

4a

Governance

Introduction

In the institution building section of the report, the most critical building blocks of an institution were identified. One of the building blocks identified was the linking of the institution with local communities. The idea of establishing a district-based Community College must be implemented with a governance system that is also based in the district. It is this district-based governance that will entrench the local identity and character of the college.

Conceptual understanding of governance

The concept of governance can be described as a government's ability to make and enforce rules and to deliver services (Fukugama, 2013). Governance can be used in different contexts, such as corporate governance, national and international governance. The emphasis in the context of this report is local governance – a local governance model that is aligned with the district development model, a system that is responsive to local educational needs.

Government is one of the main agents of governance, other actors can include NGOs, cooperatives, research institutions and employers.

A governance structure will refer to the multiple tiers of government, their responsibilities, and resources, and how they are structured, organized, and how they implement policy to achieve better outcomes for districts and society at large (European Commission, 2017). Furthermore, governance structures establish lines of authority and accountability among government and institutions.

Governance has both administrative and institutional aspects. Administrative governance steers the system towards meeting both local and national goals. Institutionally, there is evidence that local boards work better when they have members who are skilful, patriotic, legitimate and act always with integrity.

This report argues for a very strong governance capacity in the college sector, a college leadership that will ensure that the skills massification project, and the National Development Plan (NDP) goals are achieved. Governance refers to all aspects of the way the government fulfils its job for societal and economic development. Governance is more than the organs of the government. It is about the culture and institutional environment in which citizens and stakeholders interact among themselves and participate in public affairs.

According to Cheema and Rodinelli (2007), there are four components of reform which are essential in good governance, namely: Prevention, Enforcement, Public support, and the Implementation of anti-corruption measures.

Good governance in the public sector encourages better informed and long-term decision making as well as efficient use of resources. It strengthens accountability.

The relationship between public administration and good governance is vital for service delivery performance.

Numerous studies have shown that there are several challenges to good governance which are relevant to both developed and developing countries. These challenges include:

- Corruption
- Centralisation of power and authority
- Criminalization of politics
- Weak legislation
- Lack of administrative capacity
- Lack of community participation
- Lack of financial resources and skills.

Addressing these challenges is essential for promoting good governance and ensuring the effective delivery of public services (Fasenfes, 2010)

Public participation ensures accountability and transparency, leading to good governance.

Accountability is the Pillar of democracy and good governance. This forces the state, private sector, and civil society to focus on results and monitor performance. South Africa and indirectly the CET sector therefore cannot afford poor service delivery and make bad choices. The unemployed youth and adults deserve more support from the state, private sector, and other sectors in the higher education system.

The current Community College governance system

Each Community College (currently one per province) has a College Council as per the legislation (the Continuing Education and Training Act of 2006 as amended in 2015 (Department of Education, 2006, DHET, 2013b, 2015a)) that is very similar to the legislation governing TVET College Councils (but where these TVET Colleges are many and govern real large institutions with a single or a few merged campuses with facilities, lecturers and students). However, most Community College Councils in fact govern a multitude of Community Learning Centres (CLCs) and their Satellite Centres (SCs) spread all over the respective province.

The College Councils are meant to provide oversight and corporate governance leadership under the national executive leadership of the DHET.

The reality is that the legislation under which the Councils are empowered is not fit for purpose because it was not designed to handle the governance of a multitude of small centres (there were 200 CLCs and 1 591 SCs formally recognized in 2020 (DHET, 2020b)). Governance and control of finances is thus necessarily at a far remove from these local centres, distant geographically and psychologically (DHET, 2020a). The legislation precludes the local centres, where the actual education and training work, from having virtually any governance powers or agency at all.

Conclusions and recommendations

1. The Act that established the Community Colleges needs amendment

Given the conceptualization of governance above, there are clear shortcomings of the Continuing Education and Training Act as it applies to Community College Councils and the governance of the sector as a whole.

There is an urgent need to redefine the management and governance necessities required by the Community College sector. This is true whether the system remains structured as it is (one Community College (actually a central administrative office) and multiple CLCs and SCs per province) or moves towards implementation of the original policy of a real Community College in every district (each of which would have its own Council, Board or Advisory Board and Students Representative Council). The Act needs amending.

2. There is a need for effective governance at a district level

The institution building section (Chapter 2) calls for the establishment of a district-based college, starting with 52 colleges proposed in the *National Policy on community colleges*. It makes sense therefore to propose that a council be established for each college. Another alternative, is the establishment of strong consultative forum in each new college, composed of the same representatives. There are already local consultative inter-governmental bodies in some districts.

This recommendation applies even if no new full scale district colleges are established. There are some CLCs of substance who need governance powers to enable them to make effective decisions timeously.

The ongoing consultative process with the current College Councils must be consolidated. This consolidation can be done through:

- The establishment of new district-based governance bodies (in time full College Councils)
- The improvement of management capacity (explained in the Management section, Chapter 4a)
- The improvement of funding, to solve the challenge of under-funding of the CET sector.

3. Training in corporate governance

All the appointed council members must be trained in corporate governance. This training must be compulsory. A manual for Community College governance should be developed to guide council governance work in Colleges.

4. A Provincial office

Historically the provincial adult education provision was managed by a Directorate or sub-directorate in the provincial department of education. The current Community College Council replaced this, but ineffectively so. We propose that there is indeed a need for a small

highly qualified management team be at provincial level, preferably in the DHET Regional office. Such a small team will focus on strategic coordination, provide support to the newly established colleges. It will also be the responsibility of this team to work closely with the CET Branch in monitoring the implementation of national policy, norms and standards. Another responsibility of this team will be to engage with relevant Provincial bodies such as the SETA Forum, the HRD Council and Provincial state departments. and stakeholders such as municipalities.

4b

Management

Introduction

Chapter 2 on **Institutional identity and building** introduced the institutional identity theme, and this section on Management provides some insights into the issues of **capacity and capability** in the Community Education and Training sector.

Critical questions are:

- How is the current system being managed?
- Which kinds of management structures should be in place to support a more effective, improved and dynamic system?
- What can be done to build, augment and strengthen capacity and capability in the sector?

The need to distinguish between management and administration

Management involves making broad decisions and ensuring appropriate systems and procedures are set up to implement those decisions while administration involves the day-to-day work of running those systems. As Merritt (1989, p. 5) points out:

Administration without management is inefficient because paperwork is done unnecessarily (because it is not needed) or inappropriately or inadequately (because the workers responsible for administration are not sure what is needed or how it will be used).

Management without administration is ineffective because managers will not have the information needed to make good decisions, and decisions will not be implemented because there is no one to provide the day-to-day backup.

Current Community College management structure

Community Colleges are governed by a council established in terms of the Continuing Education and Training Act No. 16 of 2016). A fully constituted College council must have 16 members.

The College Principal is responsible for the management of the CET system at Provincial/Regional level, and is supported by Deputy Principals, Academic, Finance and Corporate Services. At an institutional level, Community Learning Centres are managed by Centre Managers, supported by Satellite Centre Managers.

Each College has an elected Student Representative Council (SRC), supported by an SRC constitution approved by a College Council.

During the Ministerial Task Team consultation process with College Councils, SRCs, College Principals and unions, visits to some CLCs in Gauteng, KwaZulu-Natal and the Eastern Cape, these observations were made:

- Inadequate strategic engagements with stakeholders such as SETAs, TVET Colleges, Universities, State departments and employers.
- Disrupted access to schools (where most satellite centres are based)
- Inadequate staff capabilities for technical skills training, which is a condition for massification of skills
- Some centres are without students but have paid lecturers and lecturer:student ratios are low (nationally 1:13)
- Poor ICT infrastructure
- Lack of governance structures at local and centre level.

But more generally there were concerns and complaints about lack of leadership and management on the parts of head of units at various levels. The complaints frequently relate to inadequate staffing at centre and district levels, and lack of managers in key units. The solution is to embark on a continuous improvement process, aimed at strengthening the Community Colleges.

What should Adult Education managers do?

Regardless of the level on which a manager in the Community College system operates, like any other manager, an adult education manager performs the following tasks:

- Manages people, motivates them, guides them, resolves conflicts, and takes care of people's career, growth and development, through training
- Manages the work – develops strategic plans, sets goals, drives implementation, and assesses results
- Manages resources, human and material (technology, infrastructure, equipment, finances).

In general, the goal of managerial activity of managers at various levels of adult education management is to achieve stability, quality, efficiency and effectiveness.

Management tasks at national level

There are specific tasks that **Managers at National Level** have to undertake:

- Setting national policy based on specific pieces of legislation
- Setting national priorities
- Examining demands of the Labour market at a national level
- Using the opportunities provided by international programmes to improve the system.
- Developing funding norms and standards for the national system.

Management tasks at the (local) institutional level

- Examine the needs of local communities, the demands of the local Labour market in order to offer up-to-date services and programmes for youth and adults.
- Provide the best qualified, trained and experienced lecturers for the Centres
- Identify available appropriate infrastructure for the delivery of teaching and learning
- Identify relevant, appropriate learning materials for adults and ensure their provision
- Perform strategic, tactical, and operational management of the institutions
- Initiate partnerships with employers, state departments, TVET Colleges and Universities and other development organizations.

Manager competencies

The implementation of the various managerial activities requires that managers have certain qualities, competencies, and skills.

These competencies should be in the following areas:

- Adult Education Management
- Human Resource Management
- Leadership
- Information technology in adult education
- Finance and budgeting
- A holistic and integrated approach to management.

Principles underpinning the management of Community Colleges

The principles underpinning the establishment and management of Community Colleges include (DHET, 2023):

- Social justice
- Community access, participation success and development
- Partnerships with employers, local development organizations and State departments
- Inter-departmental co-operation
- Continuous improvement

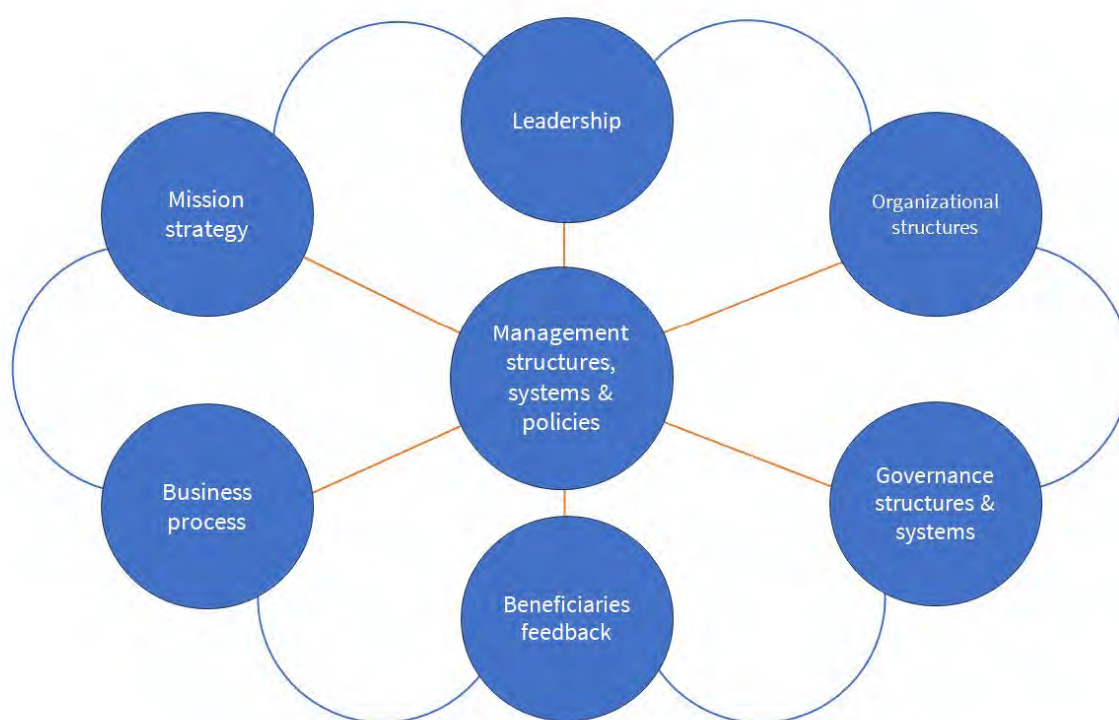
In addition provisions of Chapter 1, Chapter 2 (the Bill of Rights) and Chapter 10 (Section 195) of the South African Constitution become key in building a value driven management system (Republic of South Africa, 1996).

Linkages and interconnections affecting management in the Community College system

The diagram below illustrates the inter-connectedness of organizational dimensions using a Mutual Linkages Framework. It shows the following:

- Inter-connectedness in a Community Education and Training system
- The central role of Management and Leadership
- A Governance system to support Management (as Management, as a key organizational unit that is responsible for strategy coordination and administration of tasks, is interconnected with other critical organizational functions such as governance).

Mutual linkages



The need for strong support systems

Strong management capability requires support from the general system. Notably an ICT system needs to be in place to support the functioning of the sector. Many services such as HR, Finance, Student data, exams etc. are information-based systems. These systems are a necessary requirement in the rebuilding of the Community Colleges and the management thereof.

Policy certainty

Policy certainty enables departments to establish appropriate organization structures, standard operating procedures, training schemes and other institutional arrangements. It is this policy certainty that is urgently needed in the Community College sector, as managers have to implement policy.

Recommendations regarding management capacity in the Community College sector

Improving management capacity is a key recommendation, that is enhancing the ability of the Community College sector, as an organisational unit, to deal with the national goal of delivering adult education and training to communities. The depth of institutional capability lies in the organisational structures, legal mandates, processes, responsiveness, and agility.

A key determinant of this capability is the service orientation, ethos, or values of the Department, and this is expressed by the concept of institutionalization. A vital component of this is the **professionalisation** of this part of the public service.

Building institutional management capability

At a practical level, this institutional capability for management must be visible in areas such as:

- Academic Management
- Information systems
- Staff Skills
- Educational Management
- Financial Management
- Examination and assessment Management
- Project Management
- Facility Management

Rigorous prioritisation should be aimed at reallocation of resources to follow these priorities.

More generally, urgent attention be given to the need to improve the Management capacity recommended in this report. All stakeholders that were consulted wholeheartedly supported this recommendation. This can be achieved over the next few years.

The establishment and management of critical units

The Task Team strongly recommends that urgent attention be given to the costing and establishment of critical departments/units (i.e., HODs) in each new district-based college. It is these that management capacity has to be exercised in:

- Management of formal programmes
- Management of skills training
- Management of projects, including student entrepreneurship and cooperatives
- Managements of facilities
- Management of student support services
- Management of exams and assessments
- Management of ICT services.

4c

Administration

Background

The National Planning Commission (NPC) points out that a successful country is largely a result of a capable state (National Planning Commission, 2012a, b). State capacity is understood as the efforts by governments to professionalise the public sector at the political and administrative levels. The NPC identifies critical interventions needed to build a professional public service and a state capable of playing transformative and developmental roles. A capable state creates an efficient, effective, and development-oriented environment so that its public service can have a positive effect on the lives of all in the country. Having such a state in place should translate into poverty alleviation, reduced unemployment and inequality and an environment for inclusive economic growth.

A capable state should have an administration that can boldly take on large reforms and administer and manage them to fruition. The establishment of a Community College system in South Africa is a large reform that does not require small tinkering on the sides of the Public Adult Learning Centre system that existed before. The DHET has inherited the PALC system whose objective was to teach literacy and numeracy but has a larger vision beyond literacy and numeracy. The administration of this system must be established to match this new vision if DHET is to succeed in taking on this reform of the system.

The National Department (DHET) level

The South African government is famous for its ability to develop policies that are forward looking and have a great potential to take the country to the next level of development. However, the weakness in government has to do with its lack of ability to implement its vision reflected in its policies.

This deficiency is often attributed to “the politicisation of administrative components in government” (Masuku and Jili, 2019). The Task Team contends that this is not a complete enough picture to explain this deficiency in government. Often, public officials do not take the first step of walking back to translate the vision to an implementable programme of achieving the vision. This report emphasises the need to translate the government’s vision to establish a workable Community College system through implementation steps. The second step in this process is to (re)configure the functions of the officials to plan, direct and project manage all the elements of this programme, with a project leader at the top.

Therefore, the National Department must, at all stages of the implementation, have individuals in its administration of this project who have capacity for Planning, Project leadership, Project management and administration, and Project evaluation.

The Project leader will be a key individual to bring all the processes mentioned in this report together and direct the development of various colleges, implementation of different learning programmes and the management of the various facets of the project. This should be a precursor to a department settled into functions like governance, curriculum and lecturer development.

Regional or Provincial level

In establishing this new system there will be a need for a regional office whose responsibility will be dual at the beginning since the person in charge of the provincial affairs has been currently assigned the role of being a principal of a college with a campus with satellites. But his or her role has to change fundamentally in the proposed new (but previously policy endorsed) system.

This person must continue in the role of an overseer of all Community Education in the province, but in addition work with DHET in the incremental establishment of district-based community colleges in the province. This involves:

- Planning with DHET on the sites suitable for implementation and produce a timetable for the whole province.
- Identifying sites where there is great potential to establish fully fledged colleges.
- Working with DHET in planning, recruiting staff and putting in place all resources needed.
- Providing guidance, mentoring and support to the leadership on the ground.

The characteristics needed here of such a director/manager/administrator to carry forward this project are similar to those required from DHET at national level, namely Leadership and Project Management.

When Community Colleges have been established in all districts, the provincial office will still be needed to provide oversight in all aspects of the sector. Further, this is the office that should identify further needs to establish other colleges or community learning centres as the district as a unit measure is still too big.

Community College level

A community college needs two kinds of administrative capabilities:

- In the first instance the Community College needs appropriate leadership and management to lead the college in the process of building a new institution from the ground up. Capable individuals will have to be employed who can further develop ideas on paper to practical interventions whilst also maintaining strong and useful links with the communities the Community College serves.
- Secondly, the College needs some administrative capability to help students and communities as they enrol – collect the right data and monitor attendances. The administrators must be able to follow up on defaulting students as well as those struggling and needing extra support. Further, the success of a College will depend on the quality of data regularly collected to make meaning of the interventions made and report to the project leaders about the project. A number of lecturers are under-employed and perhaps this is a role they can fulfil in the system. But additional training will be needed. In some instances, additional hours can be added to those employed as lecturers to fulfil this role. The system cannot be developed without strong administrative capacity at College level.

4d

Educators and trainers

Introduction

One of the major challenges facing the DHET is the development of a programme that integrates academic, skills, and community education components. How can the DHET transition from a focus on academic courses to a more comprehensive programme that also includes skills development, employment, work, and community education? The current educators are generally not equipped to educate and train learners for skills and community education programmes. Currently, many of the educators are expressing dissatisfaction with their conditions of service and the lack of facilities and teaching spaces. Another challenge is to engage the support of TVET colleges and universities to support educators and trainers in delivering academic, skill, and community education programmes?

Background

In 2009, the Department of Education (DoE) was split into two distinct entities – the Department of Higher Education and Training (DHET) and the Department of Basic Education (DBE). A decision was made that the DHET would now be responsible for adult education functions (though the *Kha Ri Gude* Literacy campaign for adults, started in 2008, remained in the DBE). The DHET's adult education work continued to be implemented via the provincial Departments of Education until, alongside Technical and Vocational Education, the control of Adult and Community Education was transferred from provincial to national control. This process, started in 2009 and was finalised at the beginning of April 2015 (DHET, 2015a, b; 2016c; 2017b, pp. 219-249).

This new direct responsibility posed challenges to the DHET, particularly in relation to the staff involved in adult education. The Provincial Education Departments had administered nine different remuneration schemes with varying procedures. This was one of the turning points in the post-school education sector, because before 2015 the majority of adult educators were appointed to part-time positions, rendering them precarious employees who grappled with daily uncertainty.

The transfer process was difficult and educators were compelled to complete and submit remuneration documents on a monthly basis. Unfortunately, this process often encountered delays due to gaps in some forms, impeding timely payment (Hlatshwayo, 2015).

In April 2015, the DHET issued new qualification requirements for the teaching staff in the community education and training sector (DHET, 2015c). Next, the development of standard operating procedures for interim staffing norms was seen as a pivotal step in fostering quality, excellence, effectiveness, efficiency, growth, stability, and flexibility (DHET, 2016d). These measures were aligned with the *White Paper on the Post School Education and Training* and other related policies of the DHET, supporting a progressive approach to education (DHET, 2016c).

As a result of these initiatives, a significant milestone was achieved in 2021 when the majority of educators were granted permanent status, contributing significantly to the stabilisation of the Community Education and Training (CET) system. However, there continued to be variation between provinces, each of them now with only one Community College (essentially as an administrative and management hub for the 3276 former Public Adult Learning Centres (PALCs)(DHET, 2016c)). For example, in Mpumalanga, the 98% of the teaching personnel were put on a permanent basis. In the Western Cape 24%. But overall, the majority of Community College educators are now on a permanent basis – a positive trend (though most are still part-time employees only with varying allocation of three, five, or eight hours of work per day).

Conditions of service for educators/lecturers

Standardising conditions of service and compensation, including pay, benefits, allowances, work hours, performance reviews, and appointment types, is an important task of the DHET. The laws and regulations governing the interaction between DHET and adult educators include the Basic Conditions of Employment Act, the Labour Relations Act, the Employment Equity Act, the Occupational Health and Safety Act, and the Code of Conduct for Public Servants. One of the main recommendations with regard to the employment laws is that, in order to prevent a contentious work regime, DHET should take a proactive approach. An example of this would be the effective use of the system's annual audit of compliance with these laws.

The current allocation of working hours vary, with lecturers¹ assigned three, five, or eight hours of work per day. Based on conversations with a few educators, it seems that most of the people who are considered permanent full-time work eight hours a day (mostly in Gauteng). These are their monthly employment costs: slightly above R11 000 (3 hours per day), slightly above R18 000 (5 hours per day), and slightly above R24 000 (8 hours per day).

In the future the DHET should envision a district-based college model that has permanent educators working on a full-time basis (8 hours per day). In line with this vision, the sector has to attract educators holding graduate and post-graduate qualifications. (This will require universities to develop adult education focussed qualifications backed by evidence-based research).

With the drive to increase the skills training capacity of Community Colleges the hours of work for educators and trainers involved in skills programmes will need to be increased based on concrete work and the dynamic activities of the CLCs and colleges. Those that have energy and dynamism will definitely need support so that they are not held back.

1 Currently, the DHET refers to these adult educators as "lecturers", a designation criticised as insufficient to capture the comprehensive nature of their roles as educators (Land, 2021). It is a somewhat inappropriate term given that currently all the learners in formal programmes are at a basic education level. The encouragement of the idea of lecturing (as traditionally done in universities) has the potential to undermine more appropriate and participatory adult education teaching methods. It is also a decidedly unfortunate description of a skills trainer.

The number of educators

Currently, there are 11,026 educators².

Educator Staff Complement

	All	Female	Male
Eastern Cape	2 271	1 930	341
Permanent	1 973	1 677	296
Temporary	298	253	45
Free State	824	558	266
Permanent	707	474	233
Temporary	117	84	33
Gauteng	1 815	1 180	635
Permanent	1 760	1 147	613
Temporary	55	33	22
KwaZulu-Natal	2 536	2 012	524
Permanent	2 032	1 604	428
Temporary	504	408	96
Limpopo	1 112	926	186
Permanent	1 074	891	183
Temporary	38	35	3
Mpumalanga	1 160	1 043	117
Permanent	1 137	1 022	115
Temporary	23	21	2
North West	823	638	185
Permanent	788	612	176
Temporary	35	26	9
Northern Cape	166	125	41
Permanent	166	125	41
Temporary	0		
Western Cape	319	211	108
Permanent	77	60	17
Temporary	242	151	91
Grand Total	11 026	8 623	2 403

The bulk of the CET budget is earmarked for educator salaries – R2.4 billion (92.3%) of the total budget of R 2.6 billion (DHET, 2023a). This is, of course an unsustainable percentage as it means totally insufficient support for learning materials and the maintenance of the system. This is challenging problem, given the contradiction between the need for more staff and the hard fact that the percentage CET receives of the Post School Education and Training budget is steadily diminishing – down to 3.9 % in 2020 (Venter, Ismail, and Masike, 2022, p. 5).

² It is well known that the system does contain some “Ghost” lecturers, that is, people who receive a salary for teaching but who do no teaching at all. This problem needs to be urgently addressed, partly by ensuring that there are consequences for CLC and Satellite Centre managers who facilitate this fraud.

Educator-to-Learner Ratios

According to the *Draft policy on staffing norms for Community Education and Training (CET) Colleges* (2016c, p. 231), the following are the guidelines for class sizes and lecturer-to-student/learner ratios:

The student enrolment for the sub levels (AET level 1-3) shall be not smaller than 1:20. Student enrolment for NQF level 1 shall not be less than 1:25. Depending on the nature of occupational skill, student enrolment shall be a minimum of 15 and maximum of 30. The class sizes for the (National) Senior Certificate (for Adults) shall not be less than 1:30. These class size norms shall apply to enrolment for full qualification and part qualification.

These norms are not easily upheld because of the drop out of learners during the year, resulting in a decline in class sizes over time. Educators are concerned about this since it means they will be educating fewer learners, sometimes in single digit numbers (Hlatshwayo, 2023 [Group Interview, Mbombela, 20 November 2023]).

The reason for the concern regarding the educator-to-learner ratio is evident in this table below for 2021:

Educator: Students Ratio (2021)

College	Educators	Students	Ratio Educator:Students
Gauteng	1 815	67 553	1:37
Western Cape	319	6 844	1:21
Northern Cape	166	2 127	1:13
North West	823	8 038	1:10
Free State	824	8 644	1:10
KwaZulu-Natal	2 536	20 609	1:8
Limpopo	1 112	9 263	1:8
Mpumalanga	1 160	8 361	1:7
Eastern Cape	2 271	11 592	1:5
National	11 026	143 075	1:13

It is evident that nearly all provinces face a significant challenge with the lecturer-to-learner ratio.

Learner numbers should be one of the decisive factors when funding in the CET sector is considered (DHET, 2016c). While this is a fair proposal, conducting a quarterly audit of the distribution and deployment of educators is urgently needed to manage sustainable educator-to-learner ratios. It is blatantly unfair, for instance, for one educator to teach five learners while another teaches fifty and receives the same payment at the end of the month. (See Chapter 6a on EMIS proposals about gaining the data to analyse Educator:Student ratios.)

It is proposed, as an interim measure that deputy principals (academic) of the colleges report to principals every quarter on the progress made in ensuring that educators are distributed rationally throughout CLCs and satellite CLCs. After that, the Colleges should forward this data to the DHET CET Branch for additional processing. This will facilitate the equitable distribution of educators among CLCs and satellite CLCs by the DHET and the Community

Colleges. [Since women make up most educators, redistribution must take into consideration women's safety, especially those who do not own cars. The safety concern for women educators stems from the fact that public transport in South Africa tends to be unsafe for women traveling in the evenings.]

The quarterly reports on educator-to-learner ratios will also make it possible for deputy principals (academic) and college principals to recommend redeployment and even appointment of educators to fill vacancies. A comprehensive solution to address the class size issue involves acquiring educational buildings equipped with robust information and communication technology, classes, offices, furniture, libraries, reliable Internet and printing capabilities.

Educators in relation to the programme mix and curricula

Currently in 2023, most of the educator staff (95%) teach in general academic programmes (such as GETC: ABET, GETCA, Senior Certificate (amended), and the Second Chance Matric Programme (Futshane, 2023).

Of the 11 026 teaching staff, 10 475 are actively engaged in academic programmes, with a mere 551 educators offering different curricula and skills-based courses (DHET, 2021) in very few places. Some 85.32% of the students are registered for Grade 12 (NQF Level 4) and ABET Level 4 (NQF Level 1) under the GETC. This indicates that the two academic programmes in the CET sector employ the majority of teaching staff. The DHET has noted these trends. In light of these challenges, a priority should be placed on increasing the number of educators and trainers proficient in delivering skills and non-formal community education programmes.

The distribution of learners by programme illustrates this reality (DHET, 2023):

Student enrolments in Community Colleges by programme and sex in 2021

Programme	Total	Female	Male
AET Level 1	1 856	55.1%	44.9%
AET Level 2	2 846	57.1%	42.9%
AET Level 3	5 453	56.8%	43.2%
GETC: ABET Level 4 (NQF Level 1)	54 856	73.7%	26.3%
Grade 10 ((NQF Level 2)	1 223	75.3%	24.7%
Grade 11 (NQF Level 3)	1 215	77.7%	22.3%
Grade 12 (NQF Level 4) Senior Certificate	67 177	70.3%	29.7%
<i>Sub-total academic programmes</i>	<i>134 626</i>	<i>70.8%</i>	<i>29.2%</i>
<i>Non-formal programmes</i>	<i>6 669</i>	<i>81.0%</i>	<i>19.0%</i>
<i>Occupational qualifications</i>	<i>1 736</i>	<i>69.4%</i>	<i>30.6%</i>
<i>Total</i>	<i>143 031</i>	<i>71.2%</i>	<i>28.8%</i>

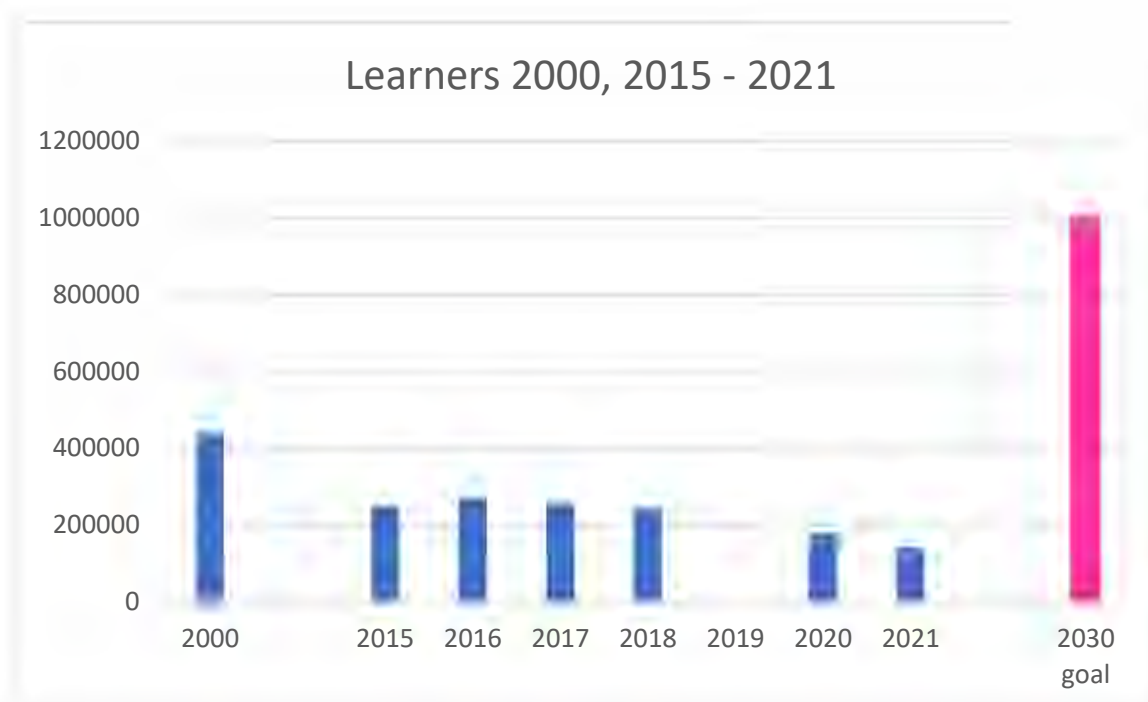
The goal of the DHET here is to radically change both the number of learners enrolled, the ratios academic, occupational skills and non-formal programmes as well as the quality of educators. These are all ambitious goals.

The DHET has an ambition to shift the programme mix dramatically (and we believe unrealistically, given current constraints, particularly of funding) by 2028 (DHET, 2023):

Programme mix ratios

Period	Ratios		
	Academic :	Skills:	Non-formal
Year 0 (2022/23)	96%	1.5%	2.5%
Year 1 (2023/24)	70%	20%	10%
Year 2 (2024/25)	60%	25%	15%
Year 3 (2025/26)	50%	30%	20%
Year 4 (2026/27)	40%	35%	25%
Year 5 (2027/28)	30%	40%	30%

Radically increasing the number of learners (to meet the National Development Plan goal of a million learners by 2030) is also ambitious, given that the Community College/Public Adult Learning centre system is in decline, something that has been apparent for two decades. The failure to attract and keep learners is something that if not addressed will lead to the collapse of the system (DHET 2017, 2023):



Clearly a large expansion of the skills training programme in Community Colleges will require an increase in the number of people capable of teaching in skills, community education and non-formal programmes. The flip side of this expansion would of course be the need to attract a sufficient number of learners to these skills programmes to justify the staff increase. The ability of Community Colleges, the CLCs, and DHET structures at both the head office and regional levels to attract adult and youth learners is pivotal for the continued relevance, survival, and future prosperity of educators in these institutions.

Currently the Community Colleges are running a very limited set of skills training courses at a limited number of sites in only five provinces (DHET, 2023):

Current skills courses

Community College	Occupational skills	Non-formal
Eastern Cape	Horticulture End User Computer Welding	Entrepreneurship and business skills End User Computer Shoe making and repairs
Free State	Automotive Body Repair and maintenance Arc Welder Entrepreneurship Business practices	
Gauteng	Waste Water Treatment End User Computer Building and Civil construction Plumbing	Auto Mechanic New venture creation
KwaZulu-Natal	Plant Production Plumbing Domestic drainage maintenance End User Computer	Gardening
Mpumalanga		Basic Computer Literacy

The DHET has already, through a partnership with the German Adult Education Association, launched a workshop programme in four provinces on training for the delivery of non-formal education, including the encouragement of income-generating ventures, such as community gardening and hairdressing, which not only contribute to local economies but also involve skill development (Hlatshwayo Personal communication, 7 December 2023). However, it is acknowledged that for educators to fully participate in community education and skills initiatives, additional training is imperative.

The qualifications of teaching staff

According to the DHET (2019) there are three categories of lecturers within the Community College system:

- qualified educators who are correctly placed in relation to their subject specialisation;
- qualified educators who are incorrectly placed in relation to their subject specialisation; and
- unqualified educators.

There are various ways to improve the qualification levels by harnessing various instruments and institutions of the post-school education sector (DHET, 2019). As per the DHET's 2015 *Policy on minimum requirements for programmes leading to qualifications for educators and lecturers in Adult and Community Education and Training*, only lecturers who hold NQF Level 6 and above are regarded as being fully qualified in the Community College system. However at least a third are unqualified as educators and only 36% are fully qualified as adult educators (Land, 2021, pp. 22-25; van der Walt 2023).

Qualification profile of lecturers employed in Community Colleges 2019

Unqualified	3 561	29.6%
Academically qualified but professionally unqualified	614	5.1%
Academically and professionally qualified but for school teaching	3 487	28.9%
Academically and professionally qualified for adult education	4 387	36.4%
<i>Total</i>	<i>12 049</i>	<i>100%</i>

Source: Van der Walt, 2023

It is noteworthy that only 36.4% of educators (lecturers) are considered academically and professionally qualified for the sector. Despite this challenge, a positive aspect emerges: 37% of educators have the potential to pursue relevant postgraduate qualifications in adult and community education and training.

This presents an opportunity for universities and universities of technology to play a crucial role in advancing the development of lecturers within the sector. By offering programmes that cater to the needs of adult and community education and training, these institutions can contribute to growing the pool of educators with adult education and skills-based qualifications. This, in turn, supports the expansion and enhancement of skills programmes within the CET sector, addressing both the qualification gaps and the future development of the workforce.

There is also the need to re-establish adult education training programmes and academic departments at universities so that they can be a feeder of lecturers/educators for community colleges. The DHET has and must continue to earmark funding for the universities that have clear proposals to establish academic programmes to train lecturers for the Community Colleges, and this training must also include training that supports the skills programmes to be offered by the Colleges in the future.

The role of universities in building the capacity of educators

Out of the 26 public universities, only three universities are involved in contact adult education programmes at a less than Honours or Masters level.

The limited number of universities involved in adult education is a result of the destructive impact of university restructuring that occurred in the late 1990s and early 2000s. Many departments and centres of adult education were closed as part of university managers' efforts to address austerity measures imposed by the state in the 1990s (Aitchison, 2003a, b). Internationally renowned centres such as at the Universities of Cape Town, Witwatersrand, Western Cape and KwaZulu-Natal were destroyed or their programmes almost lethally damaged – surely a huge development mistake in democratic South Africa.

However, the *White paper* on the post-school education sector appears to be aiming to reverse this setback. It calls for articulating the post-school education sector and the revival of adult and community education particularly to serve in the education of poor and working-class communities. (DHET, 2014).

The Community College sector has to seize the moment because the universities are now debating creating stronger relationships with the communities. Therefore, Community Colleges and regional offices of the DHET have to pro-actively approach the universities to build partnerships which, among other things, entail programmes that help develop educators' teaching and research skills. Furthermore, engineering, science, and mathematics departments

and faculties working with TVET colleges and Community Colleges can develop action research projects that respond directly to local needs, employment, and work opportunities. The DHET should strongly support universities that seek to create (or recreate) adult and community education departments and centres seeking to respond to academic, skills, and community education programmes. University-based National Research Foundation (NRF) Chairs and centres focusing on skills and community education should be initiated and funded. Since 2015, with the introduction of the new qualification rules prescribed by the DHET, only three institutions are providing these programmes on a contact basis.

Weak current capacity

The table below indicates that existing universities involved in adult education are performing poorly in terms of completion rates for qualifications. Since 2020, only 11.8% (66 out of 561) of the students who registered for the listed diploma and certificate programmes have successfully completed their qualification. It is worrying to see that Walter Sisulu University has not graduated a single student since 2021.

The first priority is to investigate the reasons for the low throughput rates in the adult education programmes offered by the mentioned universities. One obvious hypothesis is that weaker students who cannot gain admission to the more popular school teaching programmes are being re-directed to these adult educator programmes. Whatever the reasons, an investigation should help improve the throughput rates, allowing more educators to enhance their qualifications and their ability to teach in the sector.

University Programme Offerings at less than NQF level 8

University	Programme	Date started	Total number students	Number graduated
Walter Sisulu University	Diploma in ACET	2021	2021: 90 2022: 130 2023: 72	0
Durban University of Technology	Advanced Diploma in ACET Teaching	2020	2020: 54 2021: 49 2022: 25 2023: ?	27
University of Cape Town	Advanced Diploma in ACET	2020	2020: 17 2021: 16 2022: 15	12
	Higher Certificate in ACET	2020	2020: 33 2021: 31 2022: 29 2023: ?	27
Totals			561 + ?	66

Source: van der Walt 2023

It is important to note that the table above does not account for the efforts of UNISA's Department of Adult, Community and Continuing Education, which primarily provides distance education and online qualifications. These qualifications have in the past included the Higher Certificate in Adult Basic Education, Diploma in Adult Basic Education, Diploma in

Youth Development, Bachelor of Education Honours (Adult Basic Education and Training), and Master of Education (Specialization in Adult Education), and Doctor of Education (Specialization in Adult Education). A number of new qualifications are currently being redesigned in accordance with the DHET's 2015 *Policy on Minimum requirements*.

The relaunch of UNISA's programmes, along with an evaluation of the current programmes at the other three universities, should provide the groundwork for the creation of new initiatives aimed at developing the capacities of new adult educators.

Other public universities could use the programmes piloted by these institutions as models to create their own in the next five years.

The role of TVET Colleges in building the capacity of educators

The DHET is encouraged to initiate an action plan aimed at fortifying the relationship between Technical, Vocational, Education and Training (TVET) institutions and Community Colleges and CLCs, as outlined in the *White Paper* on the Post-Schooling Sector (DHET 2013). To attain the above aim and increase the number of learners enrolling in the skills programmes, a careful workplan involving the concerned DHET branches dealing with the CET, TVET colleges, and Sector Education and Training Authorities (SETAs) will need to be implemented.

There will need to be two facets to the strategy. In terms of the first component, this strategy has the benefit of having a TVET college, a Community College, CLCs, and Satellite Centres in every district. The involvement of TVET colleges and their educators/lecturers, who are currently instructing skills programmes such as motor mechanics, plumbing, and electrical work, holds significant potential. This collaboration is poised to substantially contribute to increasing the enrolment of students in skills programmes.

Furthermore, several TVET colleges are currently offering short courses directly connected to the intended community innovation hubs, cooperatives, small companies, and entrepreneurship. These courses cover a diverse range of subjects including basic computer skills, financial management for small businesses, marketing and sales, engineering and technical trades, health and safety, hospitality and tourism, catering, culinary arts, vehicle repairs and maintenance, construction and building trades, social development, health and welfare programmes, fashion, arts and design, and agriculture. These are just a few of the short courses that are currently offered (Masoabi, 2023). Adult and young adult learners can work towards gaining national qualifications by utilising TVET trainers and facilities.

The second component would involve providing training to current community college educators, with a focus on younger faculty members, to enable them to offer skill-building courses. According to research by Land (2021), adult educators are eager to improve their abilities so they can instruct skill-building programmes.

Certain skill-development courses do not need bulky, costly equipment. For instance, teaching bricklaying requires a competent bricklayer, some basic building supplies, and enthusiastic students (see illustration below). Collaborating with the construction sector and the Construction SETA may also expedite the learners' certification and qualifying procedures. These kinds of programmes are most likely to help unemployed and out-of-school youth. In addition, obtaining learnerships, internships, and jobs for the trained learners may be facilitated by collaborating with local construction businesses and governments that are building houses.



The lack of adequate infrastructure and facilities in the majority of CLCs makes learner recruitment more difficult. Certain educators have proposed the utilisation of movable yet sturdy buildings for use as classrooms; in other cases, vacant municipal buildings can serve as educational facilities. Learning needs to continue in environments where educators and schools collaborate. In this context, the provincial leadership of Community Colleges will need to take the lead. Organising the educational resources will facilitate the learner recruitment process. The current recruitment procedure, which involves handing out flyers in public areas, will need to be maintained and strengthened.

For an effective recruitment strategy targeting learners, the following channels are likely to yield positive results: radio, TV, Internet, social media (FaceBook, WhatsApp, Signal and X), schools, TVET colleges, universities, CLCs, community centres, and taxi ranks. In addition to these channels, leveraging well-known personalities like Sipho "Hotstix" Mabuse, who has a compelling personal story of returning to education, can serve as impactful ambassadors for the recruitment initiative. Sipho Mabuse's journey, highlighted by the completion of his matric at the age of sixty (*Sowetan*, 29 July 2012) provides an inspiring narrative that aligns well with the recruitment drive's theme, which could be aptly named: "It's never too late to learn."

But recruiting the learners without consistent educator and trainer support will definitely undermine the time and resources spent on the recruitment campaign. That is why the Community Colleges, lecturers, CLCs, and regional office of DHET will have to work closely to ensure that recruited learners are given support on a consistent basis to minimise dropout rates. Tutoring, mentorship, coaching, and peer support will go a long way in building solidarity and support amongst the learners so that they complete their qualifications.

Innovation hubs, skills programmes and trainers

Using the CLCs as hubs for innovation, start-ups, cooperatives, and small businesses is poised to draw young individuals and adults to these establishments. Employing recruitment tactics and strategies that include introducing new programmes for skill development is expected to appeal to adult learners and young learners who are unemployed. The communal hubs and the

skills programmes should be designed for individuals seeking to utilise education and training to break the cycle of poverty and unemployment, ultimately enabling them to earn a living.

A crucial aspect of this reform will involve diversifying the qualifications and training makeup of educators to include trainers dedicated to skill development and training initiatives. Implementing retention strategies and providing ongoing training for educators and trainers will be essential and will better ensure learners' retention and successful completion of both academic and skills programmes. Community Colleges working with the CLCs should be involved in local government's Integrated Development Plans (IDPs) so that they can convince municipalities to hire trainers who will support the local innovation hubs and skills programmes.

Educator and Trainer recruitment and development

The College management recruits and selects educators who, once selected, are issued a letter of appointment by the Department. The involvement of the Department makes sense because it wants to avoid a situation where the integrity of the appointment of educators is being compromised (DHET 2019). However, what appears to be an elaborate bureaucratic appointment process causes delays in the appointment of educators and other staff.

Perhaps in the medium term, the regional offices of DHET, district-based subject leaders, and the College management team will have to recruit and select educators. Adherence to qualifications requirements and records of the recruitment and selection processes will have to be maintained by the colleges for annual systems' audit processes. This point is directly linked to the fact that Community College leadership positions must be filled by staff who embrace the values of accountability and transparency. The recruitment and selection processes call for the need to review the qualifications of educators and trainers.

There is planning and coordination of the training of the Community College staff led by the DHET in terms of its 3-year CET Master Plan. The Lecturer Development and Support Directorate hosts an annual workshop at the end of the academic year that colleges and regional offices must attend in order to compile their 3-year Master Training Plans and their Annual Training Plans for the next academic year. According to master plan, each Community College has to have an annual training plan for improving the qualifications and capability of educators. Furthermore, colleges also use other structured or ad hoc training programmes on the teaching of various subjects. The annual workshop which reviews the 3-year Master Training Plan and helps colleges to develop annual plans has to be expanded to involve the universities and TVET colleges (van der Walt 2023).

Partners and stakeholders dealing with training and skills development, such as QCTO, various SETAs, and NSF, should also be participants of the annual workshop. With regard to training trainers for small businesses, innovation hubs, and cooperatives, the workshop will be enhanced by the participating of SEDA Enterprise Development and the Department of Small Business Development. The workshop can also evaluate the work done by the Cape Peninsula University of Technology, which is involved in the development of a digital learning platform. Working with the University of the Western Cape, the workshop can also give advice to the DHET on how to take forward the existing RPL initiatives. Given a number of crucial and practical training issues to be discussed at the workshops, the department may need to consider making it a 3-day workshop. NGOs and adult education partners, such as German Adult Education Association will definitely strengthen the non-formal and community education aspects of the master plan and the annual workshop.

The implications of the Task Team proposals on the Programme mix and curricula

There are medium to long-term staffing implications for the reform suggestions of this Task Team on the Programme mix (Chapter 2) to ensure the delivery of quality education that contributes to general academic education, skills development, and civic education.

General Education

The recommended general education curriculum outlined in this report will necessitate a reorientation of the lecturing staff, preparing them to deliver general education with a specific focus on real literacy and numeracy. Transitioning from the current subject knowledge orientated curricula to a more generalised education approach requires comprehensive staff development programmes. Developing a robust general education curriculum for core learning areas necessitates collaboration among experts, academics, researchers, lecturers, and students. Working in consultation, this multidisciplinary approach ensures that the curriculum is comprehensive and effectively prepares graduates for progression to the National Senior Certificate for Adults (NASCA). The proposed general education programme, which will help equip learners with numeracy and literacy skills, might eventually not need to be externally examined. This means that the teaching staff's assessment competencies will need to be upgraded.

The magnitude of this task must not be underestimated. If currently fully qualified full-time school educators teaching full time learners are only 20% successful in teaching basic reading skills and numeracy by Grade 4, a great deal is expected of the adult educators with far fewer hours and virtually no resources.

National Senior Certificate for Adults

The implementation of the proposed NASCA will require the recruitment of educators proficient in teaching the suggested four minimum subjects – English, Mathematics, Science, and Social Studies. Additionally, the DHET will need to enlist the expertise of curriculum designers who can formulate the new curriculum and provide ongoing support to the lecturers responsible for its delivery.

Given that the new programme is assessment-driven, which will be item-based, skilled administrators working with the educators will become a necessity to enhance the integrity of the proposed programme. The implementation of online and offline testing systems within the DHET will require staff equipped with strong information and communication skills. Eliminating examinations from the programme is likely a positive move, as it allows staff to concentrate on developing assessments rather than solely administering exams. It does however, require a high degree of professional capability in assessment. It would also alleviate a significant burden for the department. However, it is important to note that the suggested type of assessment, despite the removal of traditional exams, does not necessarily imply that the workload for administrative and lecturing staff will be undemanding, indeed, it would increase.

Second Chance Matric Programme

The proposal from this Task Team suggests that the DHET and Community Colleges should assume complete control of the SCMP. This would require negotiation and partnership with the DBE.

An effective SCMP involves implementing a permanent tutoring programme designed to provide support for students dealing with significant learning gaps in technical subjects, including Mathematics, Physical Science, and Accounting. The group of tutors will be locally sourced and affiliated with CLCs and Satellite Centres. They must have demonstrated proficiency in the aforementioned subjects. Collaborating with the DBE, DHET, and Colleges, there will be a need to establish an intensive development programme aimed at ensuring that tutors can master their respective subject areas. These tutors will closely collaborate with lecturers to enhance the effectiveness of the SCMP. It is crucial to note that the tutors are not intended to replace existing college educators but rather to complement their efforts in supporting students and addressing learning gaps.

In order to keep all qualified teachers in the SCMP, the DHET is needs to conduct regular audits of the credentials and experience status of each educator. This process ensures that only qualified and experienced individuals are engaged in the programme. Additionally, regular participation in the DBE's teacher development workshops should be mandated for all Colleges and centres offering the SCMP. In the medium and long term, the DHET should consider hiring teachers who are appropriately qualified in all centres where students are registered. This proactive step aims to address the legitimate concern of a scarcity of Community College lecturers capable of teaching technical subjects such as Mathematics and Physical Science. However, it is important to acknowledge that this approach will have funding implications, necessitating a shift of funds from the DBE to the DHET to accommodate the teachers responsible for delivering the SCMP under the DHET's auspices. Taking full control of the SCMP will further require the DHET's staff to manage the entire examination process, including overseeing it from initiation to completion, handling appeals, and managing other related processes.

Skills programmes

Regarding the skills programmes, the DHET (CET Branch) should develop an alternative set of academic and occupational requirements for skills trainers. Community Colleges need to identify suitable current academic lecturing staff who could be trained to run accredited skills training courses. This could be done through one year in a TVET college so that they can deliver skills-based programme. The system should accredit the re-skilled educators through Artisan Recognised Prior Learning so that they can progress to acquire other qualifications in TVET colleges.

It is noted that TVET college system has already started to retrain college lecturers. The Lecturer Development project in the TVET college sector is co-ordinated nationally by a Director. The trained lecturers from TVET colleges, could be utilised in the expansion of skills training in the CET sector. The idea of TVET college campuses being utilised as CET centres or new CET colleges will consolidate this TVET /CET Partnership.

Recently qualified students should be contracted by DHET so that they can train learners in skills programmes.

Local artisans should be identified and contracted to offer short skills courses aimed at enhancing the abilities of unemployed youth and adults in the community. Focusing on accessible and immediate opportunities, short courses such as catering, construction, hairdressing, appliance repairs, brickmaking, and others can provide tangible and valuable skills to individuals seeking employment and empowerment.

Skills programmes need some infrastructure. In many TVET colleges, the training facilities have been improved significantly especially in colleges that are regarded as Centres of Specialization. Negotiations must start with these colleges immediately. A pilot partnership model must start with these colleges. The training equipment must be available in any skills training project that is proposed. Once again, in the Centres of Specialization, huge investments have been made in securing relevant equipment.

The communal hubs within the CLCs should have skilled staff who act as employment placement coordinators who play a pivotal role in facilitating the placement of qualified learners in various employment opportunities, including businesses and cooperatives. Collaboratively with the leadership of CET colleges and the DHET, there should be a concerted effort to advocate across all government departments, local governments, and state companies. The objective is to ensure that companies engaged in business with the government prioritize hiring qualified and skilled learners trained by CET colleges and their partners, including TVET colleges.

Administrators and employment placement coordinators at the CLCs should maintain comprehensive databases containing information on all learners who have completed training and qualifications in short-term skills programs. These databases will be valuable resources, enabling coordinators to effectively support learners in their quest for employment and work-based learning opportunities.

Pre-vocational Learning Programme

The goal of the Pre-vocational Learning Programme (PLP) is to prepare students for admittance into a specific vocational or occupational learning pathway at TVET colleges. Although the PLP itself will not provide any credits, QCTO experts are dedicated to ensuring that individuals who enrol in this programme and successfully complete it will be eligible for certain occupational certifications.

The following disciplines of the PLP will require the instruction and assessment of educators and trainers: Foundational Science, Foundational Life Skills and Technology, Foundational English, and Foundational Mathematics (not Mathematical Literacy).

Community Education

Community education has tended to be ignored by the Community Colleges, and yet this type of education led by non-governmental organisations (NGOs), trade unions, and civics played a major role in the struggle against apartheid in the 1980s and 1990s. Voter education programmes to help citizens prepare for the general elections of 2024 could be the first step towards reviving community or civic education.

Some progress has been made regarding non-formal education. The Institute for International Cooperation of the German Adult Education Association (Deutscher Volkshochschul-Verband e.V. (DVV)), and the Department have partnered through the CET Branch of the Department. This collaboration will help colleges offer programmes for NFE. The agreement began in 2020

for a five-year period, and tested using capacity-building workshops on non-formal education (NFE) in four colleges (DHET, 2023). Given that the programme ends in 2025, plans should be crafted to ensure that this non-formal programme is institutionalised and expanded.

The significant reduction in funding from the Global North and the subsequent collapse of many prominent literacy and adult basic education NGOs, and the evolving geopolitical landscape favouring a multipolar world, underscore the imperative for the South African government to actively support NGOs dedicated to holding the state accountable, in alignment with the provisions of the South African Constitution. In fact, some of the government departments dealing with labour and justice have been funding civic education and other civil society initiatives. The DHET has also funded some civil society initiatives seeking to educate young people and communities. Working together with other government departments involved in civic education, the state-funded universities, community colleges, DHET, and CET can leverage staffing and resources to strengthen civic education and NFE. Partnerships with NGOs, for example, can ensure that staff paid by NGOs are able to contribute to DHET NFE programmes. Some non-formal community education programmes, such as health awareness, voter education, and human rights education, can be run by NGOs in partnership with the DHET.

Learning materials for the training of educators and trainers

There must be relevant learning materials and technical manuals (See Chapter 6b). It does not make sense to train lecturers and not to provide learning materials.

4e

Human resources appointments and development

The situational challenges

DHET has to build the management and administration of human resources to deliver efficient and effective services to the learners. To this end, DHET has to develop the capacity to support the learners and educators, administer teaching and learning, and deliver credible examinations and results (Parliamentary Monitoring Group, 2019).

Another challenge facing the CET sector is the adherence to specific laws governing labour relations in the public sector, such as the Public Service Act and the Employment of Educators Act. DHET must also conform with the broader labour laws, namely the Labour Relations Act, the Basic Conditions of Employment Act, and the Employment Equity Act. These matters are complicated by the history of the sector being characterised by inferior conditions of employment, often only temporary, without benefits and part-time.

Besides compliance with the labour laws, human resources development must be calibrated in a manner that correctly uses Recognition of Prior Learning to ensure that staff have fair to access learning opportunities to improve their skills, knowledge, and qualifications.

More broadly, as the world moves towards new technologies and data science, the CET sector has to look for support staff with high technical proficiency.

Current policy directions requiring the sector to provide more skills training within the Community Colleges, means that apart from the general need to assist the existing educators to obtain teaching qualifications, some educators, especially the younger ones, must be trained and redirected to skills and community education programmes. The migration from programmes dominated by academic courses to a mixed model poses severe human resources challenges, particularly as different qualification and employment requirements may be needed for skills trainers.

Teaching, Support and Administrative staff

The CET college sector employed 11 812 people in 2021 (DHET, 2023a, p. 66). The educators are the overwhelming staff complement (93.34% of the staff). This probably means there is proper deployment of staff to ensure that they can fulfil the core function of the CET sector, namely educating. However, the administrative staff comprise only 6.37% of staff (a relatively very low percentage).

Staffing in the Community College system by province (DHET, 2023)

Province	Educator Staff			Support Staff			Management Staff			All staff
	Female	Male	Both	Female	Male	Both	Female	Male	Both	
KwaZulu-Natal	2 012	524	2 536	39	13	52	2	2	4	2 592
Eastern Cape	1 930	341	2 271	9	5	14	1	2	3	2 288
Gauteng	1 180	635	1 815	204	174	378	2	2	4	2 197
Mpumalanga	1 043	117	1 160	6	1	7	0	4	4	1 171
Limpopo	926	186	1 112	2	0	2	1	3	4	1 118
North West	638	185	823	15	8	23	0	3	3	849
Free State	558	266	824	68	40	108	2	1	3	935
Western Cape	211	108	319	96	59	155	1	3	4	478
Northern Cape	125	41	166	10	4	14	1	3	4	184
Totals	8 623	2 403	11 026	449	304	753	10	23	33	11 812
	78%	22%	100%	60%	40%	100%	30%	70%	100%	100%

The table above shows that women are highly under-represented in the management positions of the CET sector. Ten females and 23 males occupy the management positions. To ensure compliance with the Employment Equity Act (EEA), measures should be taken to correct this error, as women educators constitute more than 70% of educators.

During the fieldwork by the Task Team it was found that educators, especially those who work 3 and 5 hours per day, complained that they also had to perform many administrative functions, such as administering the learners and collecting statistics for the colleges and DHET. Supervisors and team leaders tended to have no office and had to take documents home, posing a risk (Hlatshwayo. Group Interview, Mbombela, 20 November 2023).

In the long run, a district-based model of community colleges with proper facilities, ICTs, and working organisational infrastructure might resolve some of the specific administrative challenges at CET institutions. A comprehensive analysis of the benefits and drawbacks of the current organizational and administrative skill sets is necessary to guarantee that the DHET can identify the support and administrative skills required to satisfy the expanding needs of the CET sector.

Given that the globe is moving towards new technologies, data, and ICTs, the existing staff will have to acquire new skills to enable them to use different digital platforms for collecting and managing data. Community Colleges can learn from the universities regarding how ICTs and data are used to support the students and lecturers. For example, ICTs are used for online learning and sharing information about courses, examinations, and results.

Another specific task that needs to be undertaken by the DHET is identifying data and ICT needs for the CET sector. Instead of heavily relying on consultants to perform these tasks, the universities' computer and data science departments can play a significant role in this regard,

and this would be consistent with articulation as espoused by the *White Paper* on the Post-School Education sector (DHET, 2013a, pp. 22-23).

Internships and learnership agreements with the university can also aid the CET sector regarding data collection, capturing, storage, and analysis. At the same time, universities can be incentivised to design short courses to train the existing support staff of data administration and management. Specific qualifications for administrative and support staff should be created by the universities and TVET colleges. DHET should actively support those post-school education institutions geared towards delivering concrete skills programmes to support and train the support and administrative staff of the CET sector. Generally, budget constraints and cuts should compel DHET to aggressively pursue partnerships with public universities and TVET colleges for the training and development of staff.

In the meantime, DHET and the colleges should support the existing administrative and support staff within the CET sector by training them in financial administration, auditing processes, student support, examinations and results, data collection and processing. DHET and the colleges should also consider asking local auditing firms to assist with auditing and financial management services. However, this partnership should not be permanent and should lead to a transfer of skills to colleges so that they can conduct their internal audits. DHET and the CET colleges should also consider working with the university-based audit and accountancy departments to train administrators and those handling the finances of CET colleges in auditing and generating quarterly financial statements. As a matter of urgency, DHET should consider asking the DBE to assist it with building the colleges' ability to administer the examinations and the results.

To sum it up, this Task Team sees the need for support and administration staff to have skills to administer short skills courses, partnerships with TVET colleges, universities, and other stakeholders, facilities, online registration, classes and modules, examinations, and results. Developing and administering online systems that respond to the needs of the learners and students has to be prioritised.

Community College principals

The College principal, deputy principal (academic services), deputy principal (corporate services), and deputy principal (finance) are crucial in the management of the current CET system in provinces (where they in effect perform the functions of a provincial directorate).

In an expanded system with real Community Colleges at a local level, the successful recruitment of appropriate candidates to lead these institutions will become vital. They will need to be recruited, inducted, receive continuing education and training and by mentored.

The recruitment and selection processes of the principals and deputy principals must consider that this leadership layer must build strategic partnerships with TVET colleges, universities, provincial and local governments, and provincial and local businesses. The shift away from the dominance of academic programs to a balanced combination of offerings will compel the principals and deputy principals to lead the incorporation of skills and community education programmes at many of the centres within the province. Identifying specific projects supported by the universities, TVET colleges, NGOs, and businesses will help to build the CET sector. (If more real Community Colleges were piloted these roles would remain at a top level though many functions would be more decentralized.)

Essentially, principals and deputy principals must have proper qualifications, leadership skills and project management skills to enable them to support the CLCs and the SCs. Data analysis, financial management, teacher and trainer support and development, and student support should be a skill set of the leadership of the CET colleges.

College principals should also convene regular stakeholder forums that include college councils, SRCs, educator representatives, DHET regional offices, and communities to report on progress made. Such fora can also be used to solicit proposals to strengthen the work of the Colleges and the CLCs.

Relooking at the types of Community College educators and trainers

Appointing Community College educators on the basis of standard teaching qualifications was fairly straightforward when it was largely a matter of school equivalency programmes they were teaching. It was desirable of course to have a specialist adult education qualification rather than simply a school teaching one.

Now, with educators and trainers required for the Skills and business development and also Community Education programmes, it become more complicated.

The types of staff now needed include:

- Well qualified staff to teach for the GETC and the Senior Certificate (Amended or NASCA) (centrally paid by the DHET)
-
- Skills trainers who have qualifications accepted for employment in TVET Colleges (centrally paid by the DHET) and who would teach skills courses
-
- Skills trainers who have qualifications or experience that would have enabled them to be employed locally by TVET Colleges (paid by the Community College) and who would teach short skills courses.
-
- Artisans and people from the old Manpower skills training centres and from private sector skills training centres.
-
- Community Educators who come from NPOs, etc. and who will have great variety of qualifications and experience.
-
- Education Assistants such as those supported by the Presidential Youth Employment Initiative.
- Staff who come from partners as part of the partnership.

Regulations and agreements on these various types of employment will need to be developed and negotiated with unions and the powers of local CLCs to employ defined.

4f

Organizing volunteers

Background

Volunteering is a voluntary act of an individual or groups of people giving freely of their time and labour, often to community services. Many volunteers are often trained in the areas they work, such as medicine, education, or emergency rescue. Some come to learn about the skill that is required and contribute their time learning from those qualified as well as applying the new skill to complete a project, e.g. Habitat for Humanity which is propelled by a vision of a world where everyone has a decent place to live. They build houses using volunteers from different communities and thus building bridges between people of different backgrounds.

A Community College stands to gain a lot by using a volunteering system in its development and provision of services. This new institution cannot afford to rely only on funding provided by government to exist and the services to communities – it must be creative. For example, volunteering services in Community Colleges will help the institution in:

- Creating a pool of individuals who can offer services without being paid.
- Link the College with its community.
- Obtain a pool of experts who can help with various tasks that the College has to do.
- Help in the expansion of services or programme offering that would otherwise not exist if only relying on those employed.
- Increase numbers of individuals accessing the College's offerings and services.
- Provide services for improving the infrastructure of the College.
- Linking the college to its communities.
- Teaching the youth the value of giving.

The list of the benefits of volunteering services to a Community College is much greater than that which is listed above. The point being made is that volunteering services must be considered as an important element in the establishment, building and expansion of the institution. However, to obtain maximum benefits, this function must be organised and managed systematically by the college.

Examples of volunteering services

There are many volunteering services a college may make use of, such as:

- **Skills based volunteering:** Leveraging the specialized skills and the talents of individuals to strengthen the infrastructure and services of the college, helping them build and sustain their capacity to successfully achieve their missions.
- **Virtual volunteering:** Also called e-volunteering or online volunteering, virtual volunteering is a volunteer who completes tasks, in whole or in part, offsite from the organization being assisted. They use the Internet, or other Internet-connected device, such as a smartphone. Tutors may fall in this category.
- **Community volunteer work:** Community volunteering in refers globally to those who work to improve their local community. This activity commonly occurs through not-for-profit organizations, local government and churches and other faith-based organisations and can be of benefit to a community college.

Organising volunteers for a Community College

There are various ways of recruiting volunteers, but the most common approaches are the following:

- **Warm body recruitment:** For a large group of volunteers for a short period and the qualifications for the task are minimal, distribute brochures and materials.
- **Targeted recruitment:** Create a targeted recruitment message toward a small group of qualified volunteers and carefully plan your recruitment approach.
- **Concentric circles recruitment:** Contact people already in direct or indirect contact with your organization. These might be clients, friends or family members of clients, friends of current staff, or those aware of your organisation.

The college will have to share a compelling message to recruit and explain why the organization is worthy of a person's volunteer time. It should also attempt to recruit volunteers through online vehicles. In addition, other staff of the college must also be encouraged to be volunteers in programmes and projects outside the scope of their operations. By volunteering, they can critique the volunteer programme in a unique way and provide input to improve processes from the inside out. The importance of volunteering has never been greater in the building of a community college. It is a non-profit's most natural resource.

In summary, all Community Colleges will benefit tremendously by establishing a portfolio of volunteering service in their institutions. However, this service has to be properly organised and systematically managed. Otherwise, the college might stand a risk of damaging its reputation. It is recommended that DHET kickstart this process by working with experienced organisations in this field in order to develop a programme for colleges and take the appointed staff through a well-designed training programme to build the volunteering capacity.

5

Support systems and services

This section deals with all those support services that are the essential under-girding elements in any successful education and training enterprise but are often neglected because of their near invisibility behind the scenes. It is contended that many of the poor outcomes of much work in the Community Education and Training system is due to lack of attention to these supportive components, which need capacity and management.

The five sub-chapters are:

- 6a Education Management Information System
- 6b Learning materials
- 6c Partnerships
- 6d Student support
- 6e Employment services

5a Education Management Information System

Background

It has to be acknowledged that most previous high-level assessments of the EMIS capacity of the Community Education and Training system were severely critical (e.g., DHET, 2017c, p. 112; Auditor-general, 2014). There was no accurate data on the number of Community Learning Centres and their satellites, the number of qualified and unqualified staff, the number and demographic characteristics of the learners, the learning resources supplied (if any), the quality of the educational outcomes, or on the quantities of state expenditure used in running the system. The *Statistics on Post-School Education and Training in South Africa 2020* (DHET, 2022, p. 49) reports indicates that five years after the national department took control of the CET system it still did not have accurate data on the centres operating in the system nor did it meet its enrolment targets.

Since 2015, centralization of CET as a national competency has led to certain system data management improvements but it is instructive to review the problems of the near past.

A Ministerial Committee review of the funding frameworks of TVET Colleges and CET colleges recommended the setting up and training in the use of an effective EMIS system and the procedures and regulations that would enable it to work. (DHET, 2017, pp. 133, 168, 199-200). Such a EMIS was required to ensure (pp. 199-200):

Accurate data in a functional EMIS (that addresses planning, funding, monitoring and research needs) ... The fair and accurate division of funding needs to be based on accurate, reliable and timeous data. ... This EMIS development work needs to involve all the necessary stakeholders to ensure the real functionality of the developed system. It would be useful to have a learner record database available at national level. ... An improved EMIS needs to be developed and maintained for both the TVET and Community Colleges which should preferably be unit record databases with the functionality of calculating accurate full-time equivalent enrolments. Funding will have to be allocated for the development of proper management information systems.

Installing such a state-of-the-art EMIS is, however, useless unless it receives reliable data and management decision makers use that data. The problem remains of ensuring that officials at all levels are trained and monitored in the efficient collection, processing, timeous submission, and effective use of data from the learning centres.

Challenges and problems

Currently information on the CET system is gathered (and made available, at least potentially) in a number of ways including manual enrolment forms then digitized into nine MS Excel spreadsheets collated at national office; examination results approved by Umalusi for the GETCA (though not for the Amended Senior Certificate as the Community College results are not disaggregated from other DBE ones); staff records via PERSAL; financial information from the Department, and Annual reports and Annual surveys from the Community Colleges (DHET, 2023c).

Though some of this data is tabulated and made available on a dashboard that Community College administrative hubs have access to (via the, in development, CETMIS), it is not clear that this data is used in any meaningful sense. (Though the aforesaid CETMIS dashboard is available, for most Branch staff the first time any of the data is seen is when the DHET *Statistics on Post-School Education and Training in South Africa* report is published two years after the year concerned, with tables on enrolments by programme level, the age and sex of students, the pass rates for the GETC (but not for the Amended Senior Certificate) and basic profile data on the lecturers.

It may seem that the bureaucratic work of the Branch CET and the work of the people who actually handle statistical data and verify it for the DHET take place in completely separate silos. This situation is probably exacerbated by it being unlikely that there are many staff in the branch who have the capacity to do statistical analyses.

Take this example: There is a particularly interesting case of where nothing appears to have been done though the data cries out for reflection and action. In a presentation to the Task Team officials in March 2023 it was reported that there was a data verification process, part of which was to “Analyse dataset and compare with previous one”. It is unclear whether any “Analyse dataset and compare with previous one” reports exist other than the two years late Statistical report. The 2019 report issued only in 2021 (DHET, 2021f, p. 53) noted that there had been a 77% pass rate improvement in the GETC from 43.5% in 2018 to 77.2% in 2019. Yet no evidence was forthcoming of any curiosity about this or a Umalusi report on this astounding leap of a 77% improvement which suggests either a miraculous new pedagogy or over-indulgent examining or a radical change to a lower standard in the assessment criteria. (If this was the National Senior Certificate for schoolchildren there would be have been national rejoicing (and no doubt also calls for a Commission of Inquiry into examination fraud.) The silence is extremely worrying and may suggest that even with the best EMIS system in the world, staff capacity to make sense and use of such analysed data might be limited.

There are four substantial EMIS challenges:

1. How to enhance the existing EMIS system immediately.
2. How to refine the EMIS for the short-term (about two years) use.
3. How to plan and build the EMIS infrastructure and capacity for long-term use.
4. How to finance and maintain the EMIS system.

To some extent these challenges are in the process of being met by the DHET, as is made clear in the presentation made to the Task Team on 18 September 2023 (DHET, 2023d). A Community Education and Training Management Information System (CETMIS) (to be linked to other MISs for Higher Education, TVET, and SETAs and the HEQC) is being constructed but this development is constrained by the current Community Colleges (the administrative hubs) not having operational systems to capture data from students and staff.

A pilot attempt to obtain data from 54 CLCs was done in June to August 2022. When fully operational, the CETMIS should enable the Department and the Colleges to have a real time view of enrolment, programme, and training provider data and be able to generate reports. Currently only the College data managers seem to have access to the system.

Also on the positive side, as was confirmed at a meeting of Task Team members with ICT Stakeholders in ICT programmes and projects on 23 September 2023, there are a range of initiatives, such as the National Open Learning System (NOLS) of the DHET, efforts to set up ICT laboratories in some Community Learning Centres, and various initiatives by the Department of Science and Technology (Living Labs) and NEMISA's work on digital literacy (supported by the CHIETA). Though these initiatives are not as such directly connected to the EMIS, their building of ICT capacity can be piggy-backed on the for enhancing EMIS capacity.¹

But we reiterate a substantial problem – how to make sure there is effective management use of an EMIS system, given the history of a failure to collect and use information strategically (with national planning, policy, implementation and budgeting) or tactically (at the practical ground level where delivery takes place). The problem is exacerbated by the lack of resources (such as laptops, scanners, data, power back up, skilled personnel to manage the system) at CLCs and their satellites.

Proposals

1. Enhancing the existing EMIS system now

There are five (enhancement) planning proposals that arise from the general situation analysis:

- All this data from the CET colleges on enrolments in a particular year should be available nationally by mid-year (cf., DHET, 2017a).
- The Department of Basic Education and the Community Colleges must ensure that examination results and certificates are communicated fully and provided timeously and the EMIS needs to be able to track this.
- The Department of Basic Education must disaggregate its Amended Senior Certificate data so that genuine CET system enrolled student data can be examined (that is, excluding that from private candidates and private providers).
- Somebody should be employed part-time (and whether they are in the branch, in the DHET's statistical section, or the work is outsourced to a public university is irrelevant) to do initial correlation and analysis of variance statistical analyses of this numerical data and report on things of interest to the branch for attention by October. They also need to ensure that dashboard templates are developed to display this data (note this is not the same as the DHET presentation of 18 September 2023 proposing the acquiring of a system developer to provide further maintenance of the system).
- The Branch must report to the Director General on these findings and what action it intends to take on this.

1 The signal lack of ICT resources at CLC and SC levels is noted and the CET sector needs to replicate the way the ICT development was effected with the TVET Colleges — each CLC should have an ICT laboratory. In addition the use of Open Source office suites (such as Libre Office) as MS Office suite is too expensive for typical students to use on their own devices. The local community importance of wifi being locally available at a centre must also be recognised.

These immediate actions are straightforward and achievable, though it would imply stern action (that is, unpleasant consequences) for any College that did not deliver its data on time. In practical terms it would require an initial research phase at DHET Head Office and involving one or two Community Colleges to examine the operation of their current data systems and DHET EMIS that includes meeting with the managers of the current general DHET EMIS system and with those of the DBE EMIS system. Protocols would need to be developed to speed up the digitising of enrolment forms and an appointment (or sub-contracting) of specialist quantitative research capacity for developing templates and examples for data analysis of existing learner enrolment and lecturer employment data.

2. Expanding the scope of the CETMIS

Currently the data coming out of the CET system provides three important data sets (even if the data is processed too late for management decision making):

- the number of students enrolled in programmes
- the number who complete the programme and write the examination and who pass or fail (from DBE (only potentially at the moment), DHET and Umalusi)
- the number of lecturers and their qualifications (gathered by Annual Survey Instrument and, presumably, checked against PERSAL)

Interfaces must be developed for linking these three data sets and piloted this during this period. This will enable analyses of examination results per College, per Community Learning Centre and possibly per Lecturer.

Developing such interfaces is a technical job which the DBE and DHET should have the capacity to do (the meshing of datasets is required for much of the DHET's interaction with Higher Education Institutions for instance).

However, what is still missing is any sense of the drop out from initial enrolment to completion (when, where and why it happens) and (for the staff) any sense of who teaches what courses and how effective they are in avoiding dropout and gaining examination success. The most recent data (from 2021) on the GETC examination showed that 58 262 registered for the examination, 42 179 wrote and 25 780 completed (so with a 66% drop-out rate). These figures do not distinguish between those who enrolled but soon dropped out of classes and those who studied to the end but did not turn up for the examinations. Clearly attendance data at the CLCs need to be collected to really understand attrition and retention (and how it could be addressed).

Currently, it would seem that the enrolment form, input into MS Excel and collated into a giant spreadsheet is new each year. There does not appear to be a cumulative record for each student easily accessible (though we suppose at the College hub there could be a set of the original Excel forms). Dashboard templates must be developed to show cumulative learner data.

Clearly attendance data at the CLCs needs to be collected to understand attrition and retention (and how it could be addressed). Data would have to be collected on student attendance and the linking of lecturers to the programmes, courses and students they teach. This requires a new data collection process that, if it were to succeed, would have to involve all the teaching staff in the CET system. Such would require that the current Colleges, as the provincial data collection hubs, monitor the data collection process as well.

There are examples of how this can be done. For example, in 2006 the Ministerial Committee on Literacy visited Venezuela where a Cuban-designed mass literacy campaign was in progress. At the head office in capital city of Caracas at the end of each day they knew how many people had attended classes the previous day and which educators were on duty – throughout the country, at every one of thousands of literacy groups. Using a simple cellphone app which was essentially a class register for the literacy group, at the end of the class the educator would send the record using a cell phone. These were then received and compiled and consolidated by a team of about 12 people into electronic reports that displayed whatever information was needed – numbers by class, municipality, region, increases, drop-out, etc. The head office management had all the information they needed – on a daily basis! There is no reason why a similar system could not be in operation for the Community College classes in South Africa. United Nations agencies such as FAO and UNHCR use similar apps every effectively for relief distribution, research surveys, monitoring, etc.

It would be sensible to pilot such a project in one province to test its practicality.

This leads to the difficult question. If such data was obtained on such things as attendance, materials availability, and lecturer data and could be interlinked and therefore enable analyses of where students were failing or succeeding and who was teaching them, it would require a research capacity at the Head Office to do the analyses (or possibly outsource it to a public university or private operation (as was done with the *Kha Ri Gude* literacy campaign (from which much could be learned)).

But an even more important question arises on how DHET bureaucrats and CET college management would respond to the analyses and findings.

In addition, some attention should be given to a serious evaluation, from the CET Branch perspective, of how actually useful are the various monitoring and evaluation instruments for the CET college system – the various Snap and Annual surveys, Annual reports, Quarterly reports, Audited financial statements, and Functionality Assessment tools.

Again, most of these are achievable using the existing capacity in the DHET and DBE, the software applications development (mainly interfaces) are not costly (as long as no tenderpreneurs are involved). It does require more decisive management from national and CET college administrative hubs (and any new local colleges, as proposed in our institutional recommendations) and a willingness to have the data analysed and genuinely studied.

3. Establishing the infrastructure and capacity for long-term use

The collection and analysis of data in a state bureaucracy has two purposes – accountability (have the citizens and taxpayers received an identifiable delivered benefit) and better delivery (has delivery been improved (through better understanding of what is delivered and how it is delivered and how it is used)).

At present, accountability is demonstrated through the publication of official statistics (two years out of date) showing enrolments, and some examination results, and the amount of money spent. It can be argued that, given the small budget for the CET system, this is tolerably well done. However, when it comes to improvement in delivery (which for adult basic education is a constitutional right) there is a general perception that the system is lacklustre with declining enrolments. It is here that data and information is vital if we want to understand how the learners, the educators and the CET system that supports them, interact and mesh. This requires a will to understand, research and make decisions to improve delivery.

At present virtually no information is available to learners about the CET system. Websites and social media need to be employed here.

Although the building of a vibrant and effective CET system is a policy goal (explicated in the policy on the CET (DHET, 2015) and its practicalities spelled out in a Durban University of Technology review, *The ideal institutional model for Community Colleges in South Africa* (Land and Aitchison, 2017), unless the EMIS is truly wanted as an aid to this delivery improvement not much will change.

For the successful roll-out of the new Community Colleges, several management systems will need to be put in place and these include (p. 88):

- a comprehensive and user-friendly EMIS system
- ongoing monitoring and formative evaluation.

The construction of an enhanced, usable EMIS for multiple colleges (as in our institutional proposals) and CLCs, or the training and adjustments required for a unit of an organisation to join or make effective use of an existing EMIS, require a quite complicated set of things to be in place or processes to happen.

- The EMIS, at all its levels, must be managed and administered timeously.
- There has to be an adequate budget for the EMIS and its maintenance. Historically many EMISs have had bloated tenderpreneur design costs and totally inadequate maintenance and updating. Continuing to piggyback on the DHET EMIS infrastructure may reduce costs and support may also be given from the various ICT and digital literacy programmes and projects of Departments such as Science and Technology and some SETAs.
- There needs to be an adequate working Information and Communications Technology (ICT) infrastructure (although the smart phone has radically expanded the possibilities here, particularly in data collection, not everything can be done on smart phones or via social media apps – one also needs high end computers and associated electronic devices at head and college offices). It is recognised that in practice with only nine Community Colleges (currently essentially small central office hubs for the CLCs in a province rather than real campuses), all that is needed is standard computerised office equipment and WiFi. Head Office would have to piggyback on the DHET EMIS infrastructure. At the CLC level, given the general ephemeral use of other people's facilities (i.e., classes in a day school run by a Provincial Department of Education) the equipment will have to be smart phones and laptops. The implementation of an EMIS plan will in the long term require a computer network to support the collection, analysis and reporting of data and information. Constructing such a network requires infrastructure provision (and the human resource capacity to use it) at Head Office, CET College and CLC level.
- Suitable software is needed. The Ministerial Task Team is not persuaded that the CET Branch should engage in custom-designing its own Software applications. It should rather purchase them off the shelf (subject to their being reusable and re-adaptable in contexts of different languages and environments). The software that is needed include office suites such as the Microsoft Office Suite (which the government departments all seem to use in spite of the state's supposed adherence to the idea of Open-Source software such as Libre Office (which is totally compatible with the MS Office Suite)(certainly Libre Office should be recommended for use on student's own equipment) and for an EMIS dashboard it makes sense to use Power BI, if indeed that is what the DHET is going to use. The actual EMIS server(s) would presumably be the DHET one(s).

- Because the CET system EMIS will require several (or make use of existing DHET) interconnecting databases, it is essential that these be set up and adequately tested well and that the staff required to maintain and fine-tune them are secured. The EMIS's ability to meet all the data exchange requirements of the reporting, research and SAQA systems must be tested and made stable.
- If smart phones are to be used for sending data to either the CET College hubs or the head Office, an app would need to be designed for standard data such as that from class registers, enrolment forms, etc.
- There has to be human capacity development, operational support and training constantly provided for managers, administrators and lecturers at Head Office, CET College hubs and the larger CLCs. As initially the system for getting the data into the EMIS databases would need to be piloted, initial training support would be at all levels simultaneously. Later, a more phased and level by level training programme should be initiated including staff expected to send in data using apps on laptops or smart phones.
- Decision makers at all levels, including researchers, educators, bureaucrats and ministers and deputy ministers) need to be able to request that appropriate data is collected and analyses made and then understand the results of these analyses and take appropriate action.

All these processes require a mind shift in which previously siloed components of the CET system talk to each other. The different levels must be provided with operational support on using the EMIS, starting with administrators at Head Office, CET College hubs and the larger CLCs. As initially the system for getting the data into the EMIS databases would need to be piloted, initial training support would be at all levels simultaneously. Later, a more phased and level by level training programme should be initiated. All staff expected to send in data would need to be trained on the use of the appropriate apps on laptops or smart phones.

Building a fully-fledged EMIS system is a daunting task, particularly as the policy on Community Colleges talks in terms of creating fifty or more of them over time so the system would have to be a fully scalable one capable of modular expansion informed by a detailed overall project plan. The efficacy of what is constructed would then need to be monitored on an ongoing basis and regularly evaluated.

The costing estimates

It is recognised that in the immediate and near future the funding allocation to the CET sector will remain meagre. The financial implications of our recommendations for the immediate period and the first couple of years are modest and require little or no new infrastructure.

However, in the long term, the proposals would require substantial investment, not necessarily in upgrading EMIS infrastructure as such but for an upgrading of all the CET system infrastructure and staff capacity, including Information and Communication Technology (see next chapter). A comprehensive and costed implementation plan would be required for the enhancement of the information, reporting, monitoring and evaluation systems. The easiest way to cost this would be to decide on a percentage of budget alongside the percentages for staffing the system and providing study materials and utilities (such as WiFi in every site).

Even if we assume that the overall budget for the CET system will not rise substantially, a modest 30 million could surely be allocated (a mere 1 percent of the overall budget). But if more real Community College campuses were created, and student numbers grew, obviously the costs would escalate.

A note on building research capacity

It has been suggested that there is need for a university Research Chair for Community Education and Training and that the National Skills Fund be approached to give research grants to universities to support Community Colleges. This support is generally needed to rebuild the adult and community education field in the universities that was virtually dismantled since the late 1990s.

5b

Learning materials

Background

The *Policy document on Adult Basic Education and Training, October 1997* (Department of Education, 1997, p. 24) states:

No core curriculum or syllabus will be provided by the Department of Education for the ABET learning areas or the broader organising fields. ... This is an important change from past practice where syllabi and national core curriculum guidelines laid down what should be taught and how it should be taught. In an outcomes-based approach the focus is on the outcomes of learning.

The inevitable consequence of this curriculum vacuum was decline in curriculum-based study texts. However, partly because of the strong support from COSATU for ABE, some commercial publishers began to gear up for the publication of ABE materials, usually drawing in the expertise for such from literacy NGOs, which themselves needing to gain new income as foreign anti-apartheid funding dried up.

For some years new ABE materials were purchased by the provincial departments of education but never in great or enough quantities. Larger quantities were bought for industry programmes but in them ABET itself was in decline – large scale unemployment meant that there was an ample supply of employees already at Grade 12 level. Most materials were only available in English.

For educational publishers the vision of a large ABE market turned out to be a mirage that added a further twist to the hurt they suffered when the bottom dropped out of the school textbook market. The Era Initiative report on *Easy readers for adults in South Africa: an investigation into their use* (ERA Initiative, 1999, pp. 33–34) notes that spending on school textbooks declined from R900 million in 1994 to R150 million in 1998 and that 2000 educational publishing staff were laid off in 1998.

By the early 2000s much of the previous expertise in ABE materials development had gone and fewer and fewer materials were being bought by the provincial Departments of Education.

Two great exceptions to the development and publishing decline were the *Kha Ri Gude* literacy campaign materials (equivalent to ABET level 1 in all languages and Braille) and the Department of Basic Education's workbook project (Grades 1 to 6 for home language and Grades 1 to 9 for Maths, both sets developed by a team contracted in by the DBE under the management of Professor Veronica McKay of UNISA but then working as Director of the *Kha Ri Gude* campaign in the Department. The materials were of high quality, yet astoundingly cheap to print because of the huge print runs and nationally distributed to every KRG site and for the workbooks, to every school in the country so that every learner had their own materials.

By the time ABET and TVET had shifted under the control of the DHET in 2015 there seemed to be very little evidence of materials for learners being available anywhere in the system.

In 2017 the Ministerial Committee on the review of the funding frameworks of TVET Colleges and CET colleges recommended as follows (DHET, 2017, p. 197):

Course materials development

For both the TVET and ACET sectors, it is clear that there is a dire lack of well designed instructional materials for learners and manuals for staff (whether in print, delivered via inhouse ICT services or online). In the PALCs this lack was catastrophic. In the case of the Kha Ri Gude literacy campaign, the well designed materials were crucial to its success. Without appropriate study materials much of the other investment is simply wasted.

Recommendation 38: For the next five years there should be a substantial budget for the research and development of first class study materials, including those delivered via ICT means, especially for the Community Colleges.

Clearly this situation has not changed with six years of inaction. Educationally it simply does not make sense that learners are expected to learn to be literate, numerate and have general knowledge and yet have, literally (forgive the pun!), nothing to read or study.

It is quite bizarre that in the early levels there are no readers for illiterate adults who are learning to read, no texts explaining numbers and geometry, and in the higher levels no textbooks for formal study of knowledge subjects. It almost guarantees failure and dropout.



An AET 4 (Grade 9 equivalent) language and literature class with not a textbook or reader in sight.

[Mpolweni, KwaZulu-Natal]

Challenges and problems

The first and essential challenge is one of funding. A significant portion of the budget must be for non-staffing costs and much of that to materials development and printing.

The second challenge relates to what curriculum the materials should be prepared for. The Amended Senior Certificate has a school curriculum and existing textbooks (even if somewhat dated). The National Senior Certificate for Adults (NASCA), though yet to be inaugurated, has a draft curriculum and some materials have been developed or are in the process of development. It is the current lack for the first four levels (ABET 1-4 (AET 1-4) that is most problematic given the constitutional right to adult basic education. There are curriculum statements for the General Education and Training Certificate for Adults (GETCA) at this level. It is for these four levels that a corpus of materials is very urgent. Learning materials are also needed for the skills programme.

The third challenge is to find suitable materials developers. The two really successful materials development projects were run in-house (though with contracted-in expertise) in the Department of Basic Education for both the *Kha Ri Gude* literacy campaign and the school Workbook project (and more recently has developed printed study guides and revision books for the Second Chance Matric Programme). This model has much to recommend it. The alternative is separate tenders or via the Publishers Association of South Africa (PASA) with which the DHET has a MoU of 2020. It is plausible that there are many existing texts at level 4 (though virtually all now out of print) that could be re-edited, reworked, republished, provided there was a truly professional and objective selection process.

Last but not least is the issue of the distribution of the materials. In the Ministerial Task Teams consultations with SRC representatives there was a litany of complaints about the non or late delivery of required texts. The current Community Colleges, effectively only small administrative hubs, simply lack the capacity to distribute materials on the required scale. *Kha Ri Gude* and the Workbooks project relied on commercial logistics companies (but the scale was much larger and more cost effective). But given that currently the DBE delivers to every primary school in the country there is no reason why this delivery mechanism could be made use of.

Proposals

1. Develop a full range of printed materials for the academic curriculum

For the official academic offerings of CLCs from AET 1 to 7 (ABET 1-4 (NQF 1), NQF 2-4), that is, the GETC and the Senior Certificate, there should be developed a full range of study materials for all students in the following sequence:

- A plan be made for the development (or re-use) of materials for the GETCA as the first priority, then for the three preceding AET levels 1 (and for level 1 *Kha Ri Gude* materials could be re-purposed) with the aim that by 2026 every student (at all levels) has materials.
- Suitable readers in both print and online for language learning areas in the AET levels 1 to 4 be developed or procured from existing sources (of which there are many).
- Appropriate quantities of language set works for the Amended Senior Certificate be made available. Suitable readers in both print and online for language learning areas in the AET levels 1 to 4 be developed or procured from existing sources (of which there are many).
- The NASCA study materials be printed.

2. Consideration should be given to two materials development options

- Teams set up by the DHET to develop the materials (along the model of the DBE's previous *Kha Ri Gude* and Workbooks projects), or
- The partnership with the Publishers Association of South Africa be used.

3. A plan be made for the distribution of printed materials

This should be done in collaboration with the Department of Basic Education.

4. A training programme in the use of the new materials be devised for educators.

Costing estimates

It is difficult to estimate the true cost of text materials given that it includes development, printing, storage, delivery and wastage. An interesting figure relevant to the ABET 1 level is that of the *Kha Ri Gude* campaign which delivered into the hands of every learner a package including two texts (mother tongue language and literacy (250 pages), numeracy (150 pages), an assessment booklet (40 pages), a carry bag and a stationery pack at a cost of about R320 (averaged over the period 2008 to 2017).

However, this was for a text print run of on average 475 000 copies – far greater than the number of AET level 1 learners of which is less than 2000! Indeed, the total number of learners in AET 1 to AET 4 was very small according to the last published statistics from 2021 (DHET, 2023a, p. 59):

Level	AET 1	AET 2	AET 3	AET 4	Total
Number	1 856	2 846	5 453	54 856	65 011

Simply put, because of the small numbers, the cost of textbook or workbook materials would not be helped by economies of scale.

It would therefore be sensible to re-use, after some adaptation, the *Kha Ri Gude* materials for AET 1, and those they developed for AET 2 and 3 for the then national Department of Education and, if possible, to re-establish that team that developed them originally to complete the development of a full set of materials for AET 2 and 3.

For AET 4 (the GETCA) it is possible to select and reprint the best of the materials published commercially in the past.

For the NASCA, when implemented, materials have already been drafted using a European Union grant.

Whilst the Amended Senior Certificate is still offered, it can be argued that there is no constitutional imperative to fund this, and textbooks are available commercially. There are also the SCMP study guides. However, it would be good for each teacher to have the relevant texts provided.

At this stage our recommendation is to allocate an annual budget of R250 million for materials and their delivery.

5c

Partnerships

Partnerships with Government Services, Employment Agencies and Non-Profit Organizations

Background

Since the beginning of an adult education directorate in the post-1994 Department of Education there have been a range of partnerships entered into by that Department and then, since 2015, by the Department of Higher Education and Training.

In mid-2023 there were 18 national partnerships including the European Union four SETAs, four other Departments (Science and Innovation, Department of Basic Education, Department of Correctional Services), the Qualifications Council for Trades and Occupations (QCTO) and Umalusi, three NPOs, and one Commercial.

Most of these 'partnerships' can be categorised as being with foreign aid donors (such as the European Union and USAID), with Sectional Education and Training Authorities (SETAs) providing funding for the in the implementation of their particular briefs, and those that are protocol related engagements where bodies such as the Qualifications Council for Trades and Occupations (QCTO) and Umalusi provide accreditation and assessment services and the Department of Correctional Services provide access to prisons.

In general, there have been very few partnerships where there has been real some real implementation 'co-working', except for a very few with Non-Profit Organizations (such as the National Literacy Co-operation in the mid-1990s and currently with the German Adult Education Association and the Catholic Institute of Education – Thabiso Skills Institute). Partnerships with universities (for research and policy development) have often been more in the nature of consultancies undertaken by individuals rather than true partnerships.

The situation at the College ('provincial') level is more complicated. Data in a well-designed DHET spreadsheet records some 145 partnerships at eight Community Colleges (the missing one is Mpumalanga) – a median of 21 partnerships per college. Most of these are with SETAs (70% of the partnerships) and 59% only involve financial support (also mainly from the SETAs). A further study of this data would be necessary to uncover to what extent these partnerships use College or Community Learning Centre facilities (and staff), partners' facilities (and staff), or are more in the nature of outsourcing or sub-contracting. Most of these partnerships are relatively recent (the 2020s), but they do indicate a promising trend.

In 2016 the DHET developed a *National Strategy on Partnerships within Community Education and Training* and it was signed in 2017. It states (pp. 3, 4, 6):

5. The White Paper recognizes the importance of CET Colleges entering into partnerships with a range of role-players and stakeholders to enhance their capacity as well as to draw on the strengths of existing providers for the provision of diverse programmes.
6. Partnerships are therefore critical for the delivery of Community Education and Training programmes in the various communities where the CET Colleges are currently located or are to be located.
10. This national strategy document recognises that the nature of partners to be entered into may be in the form of interdepartmental and intergovernmental collaborations, strategic partnerships with local government, collaboration for expanding diversity in programme offerings, lease agreements for accessing physical infrastructure, work placement and work integrated learning and agreements with various institutions for research purposes.
11. The intended outcome of these various partnerships is to ensure that programme provision is contextual, responsive and addresses the needs of local communities. ...
23. It is apparent that the state alone will not be able to address the above-mentioned challenges without mobilising partners and stakeholders. The CET Colleges are an institutional mechanism that is put in place to enable such partnership and collaboration to take place.

The *Strategy* document envisages partnerships with:

- Departments ((noted are Public Works, Rural Development and Land Reform, Health, Economic Development, Small Business Development, Social Development, Science and Technology),
- Provincial Government structures such as Provincial Human Resource Development Councils,
- Local government authorities (to assist the CET Colleges with governance, funding, operations and infrastructure (p. 9),
- TVET Colleges,
- Local Faith Based Organisations (FBOs) and NGOs (the DHET already has a partnership with the Catholic Institute of Education (CIE) on the use of their skills training centres)
- CIE skills centres.

In relation to these Non-Profit Organisations (NPOs) the document states (p.12):

59. The CET College, where appropriate, should draw on the expertise of this sector to build capacity and ensure skills transfer for staff in the Colleges.
60. Through the establishment of partnerships, more accurate and comprehensive data on the provision of programmes for adults and youth will be accessed. A number of national and international obligations require the provision of accurate data on the totality of provision for adults and youth. Therefore the mechanisms for partnerships will be one of the mechanisms that strengthens data provision in the Community Education and Training Sector.

It further notes that (p. 13):

61. Appropriate legislation and policy must be in place to foster and strengthen partnerships with the NPO sector. The current categorisation of the non-profit sector organisations as private within the current legislation- you are either a public or private college- makes it difficult to have innovative partnerships. The Department should explore the development of appropriate legislation and policy to ensure that a different framework is in place to support the non-profit sector.

Lastly, the document argues (p. 13) for dedicated capacity at the Community Colleges to establish, register, manage and maintain these partnerships.

A general conclusion is that this Partnership component has started working though it is early days.

Challenges and problems

There is a need for clarification of the terminology of partnerships so that a realistic appraisal can be made of which partnerships are genuine co-working ones (rather than simply grants of money) and therefore require monitoring and evaluation.

Because few of the current partnerships are in fact ones where the DHET co-works with a partner, more practice in doing so is needed. As it is on the ground, many Community College staff engage, or rather do not engage, constructively with partners and their staff, possibly because they have limited understanding of the duties involved in being a partner.

In the past genuine partnerships with universities, particularly in research, were almost non-existent because of some bureaucrats' over-sensitivity to critical findings (in spite of the DHET's policy on monitoring and evaluation (DHET, 2016b).

There is a need to enhance the management capacity in Community College to handle partnerships.

Proposals

The existing strategy as enunciated in the 2017 policy document is viable and the following recommendations are essentially enhancements of it.

1. Build up capacity at the Community Colleges to establish, register, manage and maintain partnerships

The existing partnerships tend to be driven nationally through MoUs or MoAs with foreign funders, other government departments and SETAs.

Gaining partnerships at College and even CLC level will require agency at those levels. In other countries most community education is driven by local government rather than provincially or nationally and this is desirable.

To make this happen will require entrepreneurial agency amongst Community College and CLC management and staff. Relevant modelling and training in this is required, including how to handle failed partnerships or fraudulent or corrupt partners.

In addition, clear models need to be established for cooperation and partnerships with other organisations and institutions at the more local level. In rural areas this will include agricultural colleges and other agricultural training entities.

2. Establish partnerships with TVET colleges and Non Profit Organizations

Explore partnerships between the Community Colleges and TVET Colleges for the use of workshop space and experienced lecturers/artisans to provide short skills programmes to NEET youth from the local area. Recent qualified TVET students could also be contracted to offer certain short courses. Local artisans in the community should also be identified for short, part-time work .

Constructive partnerships between Community Colleges and not for profit skills training providers in their local communities to provide identified short skills programmes, with work-based learning, on service provider contracts funded from money made available to the Colleges from the fiscus or the SETAs and National Skills Fund.

3. Clarify the powers of Community Colleges in relation to CLCs and satellite centres

Partnerships documented in written MoAs have a certain legal weight and MoUs somewhat less so (though they are often a first step towards a full partnership). They are serious commitments. Hence a certain reticence by national bodies to allow their subsidiaries to enter into such legally enforceable agreements (and particularly those involving significant amounts of money). Partnerships should not be reserved for the current central Community College administrative hubs but also be engaged in by CLCs.

If Community Colleges and CLCs are to have more agency there will have to be a rationally managed reversal of the tendency for decision to be elevated to top levels only and top-down management. The current decision legal Community College structure based upon the Continuing Education and Training Act has the effect of thoroughly disempowered agency at the CLC and satellite levels.

It will take time to give more powers locally and yet keep firm accountability alongside the localisation.

There need to be management positions in charge of partnerships.

A good example of what can be achieved at the local level is that of the Osborne CLC in the Eastern Cape has successfully created the following partnerships:

- MOU with Department of Health who provides a mobile clinic with health awareness programmes
- MOU with Childline who train students in HIV and GBV awareness, also assist with psychosocial services and further education in life issues.
- Partnership with the Umzimvubu Local Municipality
- National Youth Development Agency – trains learners and offer them funding for their businesses.
- Non-formal partnerships with Mount Frere Para Legal NGO – they provide skills in community Health, help victims of GBV violence to access Department of Social Development for further counselling.
- Community Health workers in training are used to help GBV victims.

4. Ongoing monitoring and evaluation of existing partnerships

There is a need for clarification of the exact nature of many of the partnerships, and indeed for clarification of what is meant by “partnership”. There should be clear categorisation to distinguish between the following types:

Donor support for CET system's own projects
Donor support for donor initiated projects to be implemented in CET system
SETA funded and run projects to which CET students can get access
SETA funded projects run by SETA appointed staff in CET facilities
SETA funded projects run by CET
Other department funded projects run by them to which CET students have access
Other department funded projects run by other department appointed staff in CET facilities
Other department funded projects run by CET staff
NPO (FBO and NGO) funded projects to which CET students have access
NPO funded and run projects in CET facilities
CET funded NPO provision in CET facilities
Genuine joint work partnerships where both or multiple partners benefit (e.g. the current partnership with the German Adult Education Association)

5. Better engagement with the Department of Labour, other national and local government entities, and employment agencies

One of the silences in the 2016 strategy document and in current partnerships is links with places where people seek advice on work, that is, employment agencies and Department of Labour offices.

Internationally, many adult education system have strong integration with such employment centres and include orientation for their students towards engaging with such places or guide them into apprenticeship or learnership opportunities.

At Community Colleges and CLCs, it would be beneficial to have a desk dedicated to providing work and employment opportunities for learners who have completed programmes, particularly the skills programmes. This will ensure that training is directly linked to employment, the growing informal economy, and the establishment of local economic cooperation. In the long term, a district model of Community Colleges will have to ensure that each physical building of a college has an employment bureau to place learners who completed skills programmes in jobs and other work opportunities.

It can be noted that Department of Labour Offices need to be more “educational” and the same applies to Employment Bureaus where often aspirant work seekers need to be directed towards education and training opportunities to better their future chances of employment.

[It can also be noted that in the past some provinces linked various receiving social grants to mandatory education or training courses.)

Local government is also a key possible partner.

There is also a need to engage with the South African National Defence Force plans for a National Youth Service run by its National Service Institute for non-mandatory conscription into a skills to industry programme.

6. A robust research, monitoring and evaluation agenda

Partnerships are a very new domain for the state adult education system in South Africa. Much research, monitoring and evaluation is needed. Though there have been several evaluations and report since the mid-1990s very little of this is available publicly or to researchers. Universities have not been fully engaged in partnerships with the Department because of an often hostile attitude to research which exposed difficulties in delivery. This problem needs to be overcome and local universities in the vicinity of particular Community College hubs attracted into research partnerships.

The costing estimates

Though there might be some staffing implications in having College Partnership entrepreneur/managers at the CET College, this might well be achieved within existing staff complements and Skill Levy funded training.

Monitoring and evaluation do require funding but are usually a small component of most budgets.

An estimate of R25 million could be allocated here.

5d

Student support

Introduction

Community Colleges are a new institution in the education landscape, and are relatively unknown to communities, families, and even other educational institutions. The likelihood of community college students making this institution their first choice when they exit their schooling phase is very low. It becomes the last option when everything else has failed. So, the grudging community college student is likely to be confused, not very interested and positive about what they will get from this institution. This is worsened by bad experiences and the lack of support to the students going through a Community College. It is therefore important that a Community College has structured, systematic and well managed support services for all students, which starts as they enter the college to the time they exit the college (DHET, 2021e).

The transition from school to a college is not easy. Many young people have no point of reference on what to expect from the college. First, it is important that the college has a robust outreach programme and packaged information that goes out to institutions and other organisations for the recruitment of students, where it explains what students will get from this institution. Second, recruitment is not only important for increasing enrolments, but for letting those who guide students like schoolteachers, know about this institution.

It can be expected that students will also experience some difficulties during their time at the college, which may be academic related, personal, or related to their living conditions. How they spend time during their college days is as important as their academic learning as these experiences may contribute significantly to their academic performance. The Community College has responsibility to enhance the students' experiences whilst enrolled with them.

Finally, it is still the college's responsibility to make meaningful connections for the student between the college and the world beyond the college. Whilst the participation duration of students in the community college will vary significantly from group to group, all students have a right to be assisted with their transitions beyond the college.

The importance of Career Guidance

The support about making decisions on their career pathways or further learning must be given at various carefully considered points during this process. For example, right at the beginning, placement services can help students decide on the type of programmes they want to engage with, or it might be at the end of their learning journey when they will need this support.

A robust career guidance programme that is offered routinely to individual and groups of students is of utmost importance to these students and will contribute significantly to obtaining successful outcomes by the students and the college.

Young people who are growing up in time of high unemployment, often lack information about how to prepare themselves to enter the labour market. This is particularly so for those who grow up in depressed labour markets. Those who come to the Community College are likely to be hit with a double whammy, namely a poor schooling system and poor prospects of employment in their neighbourhoods. Prospects for vocational routes, which used to serve the offspring of working-class families, are not as secure as they were 30 to 40 years ago – it is a different world, a different economy and labour market. It is the responsibility of the Community College therefore to support all their students to navigate career paths throughout their lives. There are many and different groups of people who can benefit from career guidance, such as:

- **Students coming from school:** Students, especially those finishing their high school studies and thinking about their next steps. They may want help in choosing a post-school institution to further their studies as well as programmes to consider.
- **Job Seekers:** People at various stages of job seeking can pursue career guidance. When applying for jobs, people might want to learn where they can search for best opportunities, how they can improve their resume or cover letter and how they can network better. As job search strategies change often with technology, they can be coached on the tools and processes to implement to contact employers effectively. They can also be helped with interviewing skills to impress hiring managers.
- **Mid-career workers:** These are people who might have worked for the same company or in the same role for several years. They may have received one or several promotions throughout their careers, but they hope to expand into roles with more responsibilities or earn more money. Career guidance can help these individuals how they might earn promotions, work better with their colleagues, and manage stress.
- **Career changers:** These can be helped through Career guidance when considering to change careers from one industry or company to another. They can be helped to identify the skills they have that they may transfer to other roles. They may also be helped to review several job descriptions to understand the requirements of your ideal job. They can be helped to identify what education, certification, or skills you might need to pursue this career and who you might contact to start networking.
- **People who lost jobs:** Such can be helped with job search strategies, strategies to manage their financial situation while searching for new jobs, how to apply for unemployment benefits and how to find quality health care.
- **People who need motivation:** Career Guidance can help motivate people who might feel stuck in certain situations. This can involve feeling unmotivated at work or feeling unsuccessful in their job search. Career guidance can help these people to objectively review their performance and actions and provide them with adjustments to make that can help them feel more motivated. This might involve setting small goals to help build their confidence as they work towards achieving larger goals.

There are four key skills developing elements of a Career guidance programme:

1. Self-understanding
2. Understanding about the world of work
3. Development of career alternatives
4. Career preparation.

The college must be able to provide all these elements to its students and community members. Whilst this capacity is still being developed, the Community College system should also make use of the DHET's National Career Advise Portal – *Khetha* (<https://www.careerhelp.org.za/>).

5e

Employment services

Background

At the centre of the three critical problems that continue to bedevil South Africa, namely Inequality, Unemployment and Poverty, is the issue of income generation. Access to gainful and continuous income seems to be one sure thing to get individuals out of economic misery for themselves and their families, but this is not easy to obtain for many people in South Africa, especially the young who soon grow into an adulthood poor and never been employed.

Unemployment prevails in poor neighbourhoods. This, according to Green (2011) is a result of spatial sorting in labour markets. There are areas where jobs are not available, either because of neglect in job creation initiatives or decline of job types in certain areas. In South Africa both the rural areas and townships are characterised by this phenomenon. Those who reside in these areas will need further assistance in connecting them with employment opportunities.

When income generation activities are not available in the immediate environment, this means that family members often grow up in households where there is no one working or ever worked. This situation tends to limit the networks that new labour market entrants have. A Community College therefore would be an institution available to them to link them with available opportunities. These services must be seen to be an integral part of the responsibility of this institution in the development of individuals and communities they serve.

The consequences of not offering work related services in deprived communities are dire and have been described by Lolwana (2016) in the paper on mitigating conflict and violence through skills development. Although other people have long predicted an uprising over the lack of unemployment, poverty and inequality, it can be seen that the sporadic 'service delivery' protests that have come to characterise the country, already fall in the picture of constant uprisings. South Africa has a long history of 'outsiders' and 'outsiders' throughout the different historical periods.

Now (Von Holdt *et al.*, 2011, pp. 6–7) conclude that a:

rapid processes of class formation – through which on the one hand a new elite is merging and, on the other, a large underclass of unemployed and precariously employed, together with the dislocations of the transition from apartheid to democracy – is generating fierce struggles over inclusion and exclusion both within the elite, between elites and subalterns, and within the subaltern classes themselves. These struggles are in part marked by contestation over the meaning and content of citizenship. While the processes of class formation are producing what Hanson (2008: 7–9) calls 'differentiated citizenship' – which distributes treatment, rights and

privileges differentially among formally equal citizens according to differences of education, property, race, gender and occupation – subaltern groups respond by mobilising an ‘insurgent citizenship’ around claims that ‘destabilise the differentiated’.

During apartheid, a struggle with often violent practices was established against the regime. Von Holdt, *et.al.* (2011) have likened the struggles against apartheid to the current public protests in that at the centre of both there seems to be a ‘cry’ for citizenship. Like their parents, young people feel disenfranchised in the country of their birth and feel denied their constitutional rights. They therefore join rebellions to express pent up frustrations. We recognized that the most pressing needs for youth should be about completing or furthering their education, accessing skills development programmes and eventually engaged in activities that support their livelihoods and their families. These are the things that are most pressing in the development of youth as they attempt to make the transition to adulthood.

South Africa has been plagued by high unemployment rates, representing a substantial unused resource of skills at risk of obsolescence and depreciation. While unemployment was on the decline in the years before the start of the global financial crisis, it has been on the rise ever since. Recent estimates, however, suggest that the unemployment rate has been rising. For example, in 2015, 56% of the South African unemployed had been unemployed for 12 months or more (OECD, 2017), and by 2021, this number has risen to 61% (Statistics South Africa, 2023). This incidence of long-term unemployment is much higher than the OECD average of 33.8%.

Labour market participation in South Africa is low, especially amongst the youth. In 2015 the participation rate among individuals aged 15 to 64 in South Africa was 58.5%, compared with 71.2% across OECD countries and 72.5% among upper-middle income countries. Among South African women, the participation rate was only 52%. The low participation rate is linked to high numbers of discouraged workers, i.e., persons who wanted to work but did not try to find work or start a business because they believed that there were no jobs available in their area, or were unable to find jobs requiring their skills, or they had simply lost hope. Also, there is considerable qualification inflation in the labour market that has happened all over the world, where educational requirement for entering the labour market keeps creeping up. Many jobs which were once open to 18 or even 16-year-olds are now ‘graduate entry’ without having changed substantially. Meantime, in South Africa, the cohorts who are Not in Employment, Education and Training (NEET) correlates with those who do not possess a Senior Certificate (Statistics South Africa, 2023). As a result, Cloete (2009, p. 9) has summed up this problem thus:

two groups of youth who receive a life sentence in our country are those who have not passed Grade 12 and those who pass poorly in Grade 12. Both these groups seem to have hit a cull de sac at this point (p.9).

In 2023 labour market participation rate has marginally increased at 59.4%, with youth recording the highest unemployment rates at 62.1% (Statistics SA, 2023).

Ensuring good labour market outcomes for youth is especially important in South Africa, where youth represent a very large part of the working age population. While across OECD countries youth (15-29) only represent 20% of the total population and 30% of the working age population (15-64), these shares amount to 29% and 44% in South Africa (OECD, 2017). The large share of youth in the labour market reflects one of South Africa’s key advantages: a large and growing working age population.

This demographic shift gives South Africa substantial growth potential, provided the growing working age population can be employed productively. However, as the unemployment and

inactivity numbers show, South Africa has so far not been able to take full advantage of this demographic dividend. To fully capitalise on its demographic opportunities, South Africa must invest activities that go beyond assisting individuals to look for jobs that may not be there. Helping individuals to start their own businesses, grow their own businesses and work cooperatively with others to generate income are other functions suggested in this report.

What could Community Colleges do?

The Department of Labour supports unemployed, work seeking people to have a better chance of finding a job placement and skills development opportunities in the labour market through the employment services programme. These centres are located in the Departments of Labour where many other services provided by the Department of Labour are located. This function covers the following services: Registration Services; Career Guidance Services; Recruitment and Selection Services; Skills Development Service; Information Services and Special Services.

However, the employment services in the province are also very spatially spread making them to be unavailable for most citizens in the province. They tend to be few and mainly in metropolitan areas and not in rural areas and townships. For example, a highly urbanised province like Gauteng has only five labour centres servicing its 13 million citizens.

To mitigate this, a Community College must play an active role in linking and bringing some of the services for its students and communities to its institutional sites. Given this background, we therefore suggest that each college must establish, in addition to running skills and business development programmes, the following services to offer to its students and extend to its community members where possible.

The College should establish a work-related function in the institution.

A number of activities can be performed through this service such as:

- Preparation of students for job searching – CV writing; Interview skills; searching, etc. and assisting in their placement in jobs.
- Structural link with the Department of Labour which should be both virtual and physical. For physical linking, the Community College must be known by the Department of labour Employment services and the work of extending employment services to the college defined. Virtual linking might talk to the information that the College and the Employment Services will share to help individuals looking for jobs and advertising jobs that the Department of Labour has on its database.
- Linking the college with major local employers, advertising what the college can offer and understanding the labour market demands locally.
- Linking with the District municipality / Metro municipality and Local Municipality regularly regarding economic development initiatives coming to the community and how the community can be a priority consideration for employment.
- Linking with local employment agencies.

The College must always see itself as a potential employer.

This applies particularly to the individuals who have gone through their learning programmes. Therefore, the college must actively seek funding to support employment in these institutions in areas like learnerships, internships, contract work-based learning and contract work.

Work-related services outcomes must be reported to the DHET.

Employment services staff training is required.

There will also be a need for the training and development of staff who will be performing this function if it is to be done properly, including staff exchanges and industry visits (see section on Human Resources Appointment and Development).

6

Continuing Education and Training Act review

Introduction

A review of the Continuing Education and Training Act of 2006 (as amended (Department of Education, 2006, DHET, 2013b, 2015a)) has been initiated by the DHET. A National Consultative workshop, hosted by the CET Branch, took place on the 27-28 November 2023. It was attended by the key stakeholders in the Community College sector – College councils, SRCs, College management and CET Branch staff.

The National Consultative workshop identified what they saw as critical areas that needed urgent, sustained and bold support. These areas are:

- the need for an infrastructure grant
- the expansion and diversification of the programme mix to be able to respond to the needs of adults and out-of-school youth
- a lecturer development programme to enable them to teach and train in the to be introduced new skills programme
- an increase in the budget allocated to Community Colleges to enable a serious response to meeting the target of one million learners by 2030.

(However, it needs to be noted that these critical areas are all covered in principle in the existing Act.)

The Task Team agrees with the DHET's view that a review of the CET Act is necessary. It became clear to the Task Team that the current configuration of the Community College sector is not working well. There are multiple factors influencing why this is so, but it is our contention that the current CET Act is not fit for purpose and is at variance with the more decentralized institutional model proposed in this Report (notably in Chapter 2).

Indeed, it is proposed that each district should have a College (even if a modest one through the enhancement of one of the bigger CLCs). In this new revamped governance model, few highly talented competent managers are deployed at a provincial level at a DHET regional office and are responsible for a strategic coordination function and for monitoring national policy implementation. This proposal alone requires an amendment of the CET Act.

Reviewing and amending an Act is a serious business and weight can be given to this need by examining the constraints that led to the legal wording of the Act (as it was amended previously to handle the takeover of the previous provincially based system to a national one).

The context of the original Community College legislation

It is important to remember the context of the original CET Act amendments that enabled the transfer of the old PALC system to the DHET and the creation of nine Community Colleges.

Members of the first Task Team on Community Education and Training Centres whose report was finalised in October 2012 and published in the *Government Gazette* in April 2013 were informed by DHET lawyers near the end of their work about what was planned for the CET Act. The entire Task Team was aghast at this plan but their protests were ignored.

They understood the drive that wanted to quickly centralise government control over TVET and Adult Education. But the time pressure for this move (2015 was the deadline) led to a set of legal short cuts that have ended up with the dysfunctional system we have.

What were the short cuts? There were two – merger and copy and paste college legislation.

Merger

Then popularity of business mergers in the 1980s and 1990s (often driven by asset stripping motives rather than greater efficiencies and economies of scale) moved into higher education and the merger of most universities and TVET colleges. Whether this was a good move is still a matter of controversy, but it needs to be pointed out that usually this involved the merger in the same geographical location of a very small number of real, campus-based institutions that had been previously racially segregated under apartheid. This eliminated the geographical racial system of separate universities and colleges but imposed huge managerial capacity demands on the new multi-campus institutions that were now also overwhelmed by massification of student numbers and new often inexperienced management. It was not exactly a resounding success.

What happens in relation to the over 3 000 PALCs? The merger legislation which made at least a sort of sense with universities and TVET colleges was hauled out of a drawer and applied to these thousands of PALCs. They were all by legal fiat transformed into individual Community Colleges and then, by another legal fiat a few seconds, after merged (at midnight of 30 April 2015) into nine provincial Community Colleges. The result was that the PALCs were exactly as before, but they no longer even had the support of a provincial department of education and its provincial adult education directorate and the district office staff. Some provinces, such as Gauteng, which had been moving forward very well, had the foundation cut from under them.

College legislation

Accepting the change to central government control really required imaginative institution building to service the thousands of PALCs (now renamed CLCs and SCs). But what happened? Again, without real consultation (e.g., with the Task Team) the DHET lawyers simply dusted off the old TVET College legislation and, we do not really parody the process too much, mechanically did a search and replace job on "TVET" and replaced it with "CET". It was a truly inappropriate decision. Here was legislation that was designed for the governance and management of real campus-based institutions which already had years of experience with councils, staffing, infrastructure, liaising with stakeholders, etc. Now it was mechanically applied to a system that wasn't really a system, had very little infrastructure and that had been poorly served by weak directorates in provincial education departments. What powers and agency the PALCs had (however nominal in practice) ended when the ABET Act of 2000 was rescinded.

The need for an imaginative and truly consultative review

It is our contention that the CET Act needs drastic amendment so that it corresponds to the reality on the ground, which currently it does not.

This amendment is needed regardless of whether there is political will to raise the current derisory percentage of the education budget directed to undereducated adults and youth – the genuine poorest of the poor.

Even if there is no significant budgetary increase, there is still need for a more decentralized system that allows for imaginative project management and agency at the large CLC level.

If there is a significant budgetary increase, then kick-starting a massive expansion to meet the (seemingly impossible) goal of increasing learner numbers by a nearly a half every year from now to 2030 is needed. It requires a campaign and project implementation mindset (such as was present in the *Kha Ri Gude* literacy campaign of 2008 to 2017 that reached more than four million people). And the legislation must exist that provides for this and enables it.

Therefore, we see the need for the expansion of the DHET's review process to truly embrace more challenging perspectives from a much wider community.

Some technical changes

There are a host of technical changes that could be made to the Act which we have not itemised in detail as they should rather be contributed to the actual review process. However we draw attention to the following:

- The Act's title, "Continuing Education and Training", is confusing and not in accordance with international terminology and too narrowly confined to formal qualifications:

'continuing education and training' means all learning and training programmes leading to qualifications or part-qualifications at levels 1 to 4 of the National Qualifications Framework contemplated in the National Qualifications Framework Act, 2008 (Act 67 of 2008), provided for at a college in term; of this Act.

- The Act talks only of Academic Boards and needs to include Occupational and of Employment related bodies.
- The legal identity of Community Learning Centres must be addressed, particularly as they need to be empowered to be able to enter into partnerships with, for example, NPOs that have a legal identity.
- Clause 28 is particularly offensive and continues the long tradition first articulated in the Bantu Education Act of 1954, continued in the ABET Act of 2000, that prohibited anybody teaching anybody unless it was via a state registered body. It prohibits a person for running a tutorial group for adult learners studying for a qualification in their kitchen, a Church women's group teaching a literacy class, etc. It must be made clear is that what is to be prohibited is a person or institution claiming to provide training that will **directly** lead to the awarding of a formal qualifications that can by law only be awarded via state approved institutions. It should not prohibit anybody from offering education and training that may possibly lead in some way to merely helping a person get a formal qualification from a registered college. The existing clause 28 also excludes skills providers that are not registered in terms of the Companies Act such as a Trust in terms of the Trust Properties Control Act, 1988 or a voluntary association in terms of common law.

- Clause 34 on Records and Audits need to be adjusted so that private and Colleges and NPOs are not burdened by excessive audit or review fees.
- Clause 43 only deals with Umalusi as responsible for Quality Assurance. The Quality Council for Trades and Occupations needs to be added and also the Council for Higher Education (as in future some Community Colleges might offer Higher Certificates and Diplomas).

7

Transition from the current system

Introduction

The *Draft National Policy of Community Colleges* (DHET, 2014) stated that (p. 10, Sections 7.3 -7.5):

The DHET sees the provincially-based Interim Community Colleges (ICCs) as being temporary holding structures that will be responsible for the CLCs until permanent Community Colleges are established at district municipality level. This will be a gradual process and happen on phase-in basis, starting with one Community College as a pilot project in each province. If resources are not immediately available for nine pilot Community Colleges, the Minister may decide to establish fewer pilots.

The purpose of the pilot colleges is to provide an opportunity for the DHET to begin the process of establishing district-based Community Colleges and to gain experience that will be useful in rolling out Community Colleges in every district in the country. The roll out of Community Colleges will be outlined in a further policy instrument.

Ultimately every CLC will become part of a district-based Community College and the nine ICCs will cease to exist.

In the finalised policy document (DHET, 2015b, p. 10) these interim bodies were redesignated as Community Education and Training College Administrative Centres (CETCACs) with one established in each province.

In the subsequent decade not a single local Community College has been established at district municipality level. Clearly, the lack of an imaginative, project-based mindset, was evident. Furthermore, in spite of ambitious learner number targets, growth has in fact been negative over the last ten years.

The position of the Task Team is that this original National Policy of 2015 plan had great merit and needs to be implemented as soon and as fast as possible.

The Task Team recognizes that there are constraints in implementing this plan and that any transition to a better system must take into account different policy and fiscal scenarios.

The constraints on a transition to a genuine campus-based Community College system

Currently, the Community College system of one administrative hub per province, controlling on average 22 Community Learning Centres and 175 Satellite Centres, has an estimated capacity of about a quarter of a million learners if existing resources are used optimally. Its education and training outputs are poor and it serves mainly general education purposes (an ABET GETC and the Senior Certificate).

The financial foundation of the current system is weak and there seems a paralysis in effective lobbying for more.¹

It gets less than 2% of the DHET budget (R2.6 billion at present), the potential to get more steadily diminished because of the voracious demands of university students who have gained a huge increase² of the university student funding budget (now over 40 billion rand annually (this increase alone is about 15 times the whole Community Education budget))³. Poor adult learners, whether actual or potential are, for the present, not politically noisy enough in their demands.

The funding paralysis must end

Currently Community Colleges are grossly underfunded, especially in the light of the proposals in the *White Paper on Post-School Education and Training* and the *National Development Plan 2030*. This situation has not change since the mid-1990s.

The *Ministerial Committee on the review of the funding frameworks of TVET Colleges and CET colleges. Report* (2017b) had two recommendations (pp. 27-28):

Recommendation 1: We propose that urgent attention be given to substantially increasing the funding for TVET and Community Colleges in the light of the serious underfunding at the present time and current shortfalls, given the value of these sub-sectors for economic and social development. The Committee does not want to prescribe a specific numerical increase in funding in either absolute or percentage terms but would like to stress the importance of paying urgent attention to the overall funding issue. Investment in the PSET sector needs to improve.

- 1 Other schemes that relate to education and youth employment seem far more effective in lobbying for substantial funding. For example the Presidential Youth Employment Initiative (PYEI) Educator Assistant (EA) Programme gained an estimated R25 billion to employ 250 000 assistants in schools (2030 Reading Panel, 2023, p. 4). And why were some of these assistants not used in the Community Colleges?
- 2 NSFAS funding increased nearly six-fold from 2014 to 2020, from R5.9 billion to R34.7 billion.
- 3 Research on inequality has found that higher education expenditure is the least progressive of all social expenditure. It does the least to reduce inequality, since higher education benefits only a very small proportion of the population and those who do benefit tend to come from wealthier households (and good schools – 80% of our schools are too dysfunctional to produce university-ready students). Unless the schooling problem is fixed, making higher education more affordable will not help large numbers of the poor, who overwhelmingly go to these dysfunctional schools).

The recent granting of a R3.8 billion to finance university study for the so called "missing middle" students from households with an annual income of from R350 000 to R400 000 (a minimum monthly income of R29 167 a month), who are in the elite top 20% of South Africa's population income-wise, illustrates this..

Whilst we understand that overall this might mean a major escalation in the size of the PSET budget, we hold strongly to the view that unless such a review is undertaken, most of our other recommendations are largely pointless. We do recognise, however, that the increases would need to be phased in over several years. However, it is imperative that a start be made in this direction as a matter of urgency.

The Committee notes that the urgent response to the current #Fees must fall campaign is an indication of the extent to which university funding is prioritised politically at the expense of other sub-sectors such as TVET and Community Colleges because of the powerful lobbying power and interests in the university sector.

...

Funding components

Budgeting of necessity should provide for all the necessary components in an effective education and training systems such as academic and support (including academic support) staffing, educational materials, examination costs, information systems, career guidance, evaluation and research as well as capital equipment and broader infrastructure.

Recommendation 2: We would therefore argue for benchmarks for both TVET and Community College ministerially approved programme-based budgets, such that staff costs should not exceed approximately 65% to 70% of the total budget, and that within the staffing budget, the ratio between teaching and support staff should generally not exceed 3:1.

These recommendations have not led to change. A more recent report 2022 by DNA Economics for the DHET (Venter, Ismail, and Maseki, 2022) gives a detailed analysis of the current costs of the CET system and an how a better 'Ideal Funding Framework' should be considered. However, unless these recommendations are heeded and changes made, most of the recommendations made in this report are equally pointless.

Scenarios of transition

We present two scenarios (or perhaps more optimistically, sequential phases) for the transition to a more effective, efficient and scalable for massification of the CET system:

Scenario One

The first (pessimistic) scenario is that this financial situation will remain relatively static (even if the extra R1.1 billion for CET infrastructure is available (for it does not impact on such things as the lack of a budget for learning materials and skills training facilitators) and any transformation towards effectiveness and efficiency will require and be limited to the following:

- Though the Satellite Centres will remain the main delivery site of the CET system, cost-cutting will force a continuing contraction of the geographically widely spread provision of low-quality services at Satellite Centres. [This may well require some clever legal manoeuvres to explain why the Constitutional right to adult basic education is being flouted.]
- A recognition that the target of one million learners by 2030 is impossible and a target of at best 300 000 well-served learners adopted
- The upgrading of a few Community Learning Centres of some substance into modest low-cost Community Colleges (perhaps three a year from 2025 to 2030). The DHET has already identified eleven such sites.

- The slow but steady transition to a Programme mix which incorporates skills training and community education
- An infrastructure audit
- A better balance between staffing costs and learning support (learning materials, maintenance, career guidance, etc.). This will necessitate a move away from teaching staff using 92% of the budget and hence some staff reductions but also more full-time staff and a retrenchment process that will take time.
- Production of systematic study material and teacher guides for the GETC and Senior certificate programmes and skills programmes.
- Much more effective partnerships with NGOs, FBOs, and the private sector in the provision to adults and out-of-school youth. In some provinces there are old Community Training Centres, that were built by the old Department of Manpower. Today these centres are managed by NGOs. They have good accredited technical training programmes, used by companies and funded by SETAs'. Examples are Emthonjeni Training centre in Nelson Mandela Metro and the Border Training Centre in East London (where the Eastern Cape Community College offices are based though there is no agreement to train CET students), and are two centre in KwaZulu-Natal, one at Nottingham Road and another, the Servile Centre in Kokstad. These excellent facilities should be used effectively. Good Partnerships can save huge financial resources.

This scenario takes seriously the current situation of poorly capacitated learning sites. Even the more substantial CLCs form only about 12.5% of the learning sites.

Community Learning Centres and Satellite Centres in the Community College system (DHET, 2020b)

Province	CLCs	SCs	Mean number SCs per CLC	Range
KwaZulu-Natal	40	261	7	1 to 14
Eastern Cape	30	240	8	4 to 15
Gauteng	42	233	6	1 to 19
Limpopo	20	224	11	3 to 20
Free State	15	170	8	6 to 19
Mpumalanga	15	163	11	4 to 20
North West	11	125	11	5 to 22
Northern Cape	7	78	11	6 to 16
Western Cape	15	64	4	1 to 9
Totals	195	1 558	8	1 to 20

As this scenario essentially says that we have to make do with what financial resources we have (though one would hope for some modest increases), it is modest in its aims, does not see massive expansion at this stage, but declares that an increase in effectiveness is possible.

To make this happen the CET Branch will have to move into a project orientated campaign mode rather than stay in a bureaucratic one of managing a functioning general education system. It would also require much detailed costing given the rebalancing of the programme

mix. Further a specialized Skills directorate could be established to oversee the implementation of skills programmes including work related services.

There should be a national monitoring team with a strong background in skills training.

If this scenario was successfully transitioned to, it would generate its own momentum that could lead it into what is envisaged in Scenario Two.

Some necessary steps in this transition

1. A political decision to move towards the more decentralized model recommended in this report that would lead to the piloting of a number of local Community Colleges at CLCs selected by the DHET.
2. Energetic lobbying to obtain an increase in the overall CET budget.
3. The creation of a costed budget that would support the transition, allowing for the slow changing of programme mix and educator:learner ratios and the expenditure on such things as learning materials and an enhanced EMIS.
4. Gaining the support of the existing Community College Principals and the "administrative hub" staff for the move towards their new role as a directive unit housed with the DHET regional office and which would for the time being serve two roles: the oversight and mentoring of the new pilot Community Colleges in the province and the continuing support of the other CLCs and SCs that remain unlinked to a local Community College.

This would lead to staff efficiencies as support staff could be shared in the DHET regional Office. The current lack of an adequate budget for mid-level personnel in the administrative hubs "further exacerbates the administrative inefficiencies of the head offices (Venter, Ismail and Maseki, 2022, p. 25)

5. The modest low-cost Community Colleges would require a management staff comprising of a mix of Principal; HOD – Academic General Education; HOD – Skills ; partnerships and non-formal education; HOD – facilities manager including security; Finance Manager which could also oversee work related support services. The College staff could be built up over a five year period and would also be dependent on the linkages with the TVET Colleges. Based on the DNA Economics estimates the costs of such a structure is estimated at R7 million.
6. Auditing and removing ghost teachers from the system
7. A systematic attempt to introduce skills training capacity – trainers with appropriate qualifications and experience, reduction in the number of General Education staff who are now surplus given the change in programme mix and the insistence on a higher educator:learner ratio.
8. Set in motion the development of learning materials and the piloting of the NASCA.
9. Initiate partnerships that can be piloted.
10. Review the Continuing Education Act, particularly in relation to the legal identity of CLCs.
11. Ensure robust monitoring and evaluation of the transition , with the assistance of a highly competent national oversight monitoring team with a strong background in skills training.

Some costings for Scenario One

The current budgets for Community Education and Training system are as follows:

CET System budget 2024-2026

Year	2024/25	2025/26	2026/27
Total budget (millions)	2 787 951	2 910 725	2 921 793
Percentage increase		4.4%	0.4%

This table clearly shows that Treasury has no anticipation of any increase in provision by the CET system and the lobbying failure of the DHET and CET Branch to gain more resources, in fact, given anticipated inflation, the budgets get lower.

There is an additional R1.1 billion that may be available in 2024 for CET infrastructure.

Working with this pessimistic financial outlook, how does one move towards having a stronger skills training component, in accordance with the Skills Summit request?

Here is the existing and three alternative models for changing the ratios of expenditure (currently largely on staff) between General Education, Skills Training, and Community Education at the Community Colleges:

Model	Budget	Programme mix ratio as %		
		General Education	Skills Programmes	Community Education
93:3:? (current)		93	3	?
Existing budget	2 600 000 000	2 518 750 000	81 250 000	
30:40:30		30	40	30
Existing budget	2 600 000 000	780 000 000	1 040 000 000	780 000 000
50:35:15		50	35	15
Existing budget	2 600 000 000	1 300 000 000	910 000 000	390 000 000
50:35:15		50	35	15
Doubled budget	5 200 000 000	2 600 000 000	1 820 000 000	780 000 000

There are unfortunate consequences with the existing and the first two alternative options.

- The existing option means no change, no growth and no skills training.
- The 30:40:30 (existing budget) option requires cutting current General Education staff by about two-thirds and increasing skills trainers 13 times. The labour law consequences of this model would be time consuming and destructive to General Education provision.
- The 50:35:15 (existing budget) option would cut General education staff by half.
- The 50:35:15 (double existing budget) keeps General Education staff numbers as is. It seems the only realistic model for the short term. In the longer term serving a million learners would require at least R18 billion per annum.

Whatever the Programme mix ratio chosen, the balance between staffing and other costs must be rebalanced away from the current ridiculous 92% for staff costs and towards the recommended 65% to 70% (DHET, 2017b, p. 28) and that within the staff budget at least 20% should go to support staff.

Our preliminary costing for some non-staff essential improvements are as follows:

Learning materials	25 000 000
NASCA set up and pilots	22 918 255
EMIS enhancement	30 000 000
Partnerships	25 000 000
Total	102 918 255

Scenario Two

This scenario assumes that the political will and long-term insight combine to see the necessity for the state to address the situation of there being more young NEETs than there are people in Post School Education and Training (and to fulfil the promise of the Bill of Rights to provide Adult Basic Education to whoever needs it).

That change a given, and this option is the one preferred by the Task Team, then the transition to a truly effective Community College system would require:

- The leadership of the change has to have a campaign project orientated mindset and matching operating procedures (it can be done as the Kha Ri Gude adult literacy campaign proved).
- A detailed costed plan aligned to an appropriate funding model.
- A serious attempt is required to set up a several pilot campus-based Community Colleges in key districts immediately and for a substantial number of big centres to be transformed into real Community Colleges, in line with our proposed and policy endorsed district-based Community College model.
- The urgent creation of well planned and well managed partnerships with TVET colleges, private and NPO training institutions.
- A robust monitoring and evaluation process so that the transitional processes can generate immediate learning and remedial actions.
- The implementation of many of the recommendations in this report.
- The idea of a national monitoring team and even also an external voice of an advisory team is a good one. The transition must be managed by a highly competent team, with a strong background in skills training.

8

Conclusions

At the end of the research and writing process of developing this report the Task Team came to both challenging and promising conclusions.

Challenges

The first challenging conclusion is that though the whole state Community Education and Training system has been placed under central control and its management, data collection and staffing systems are much clearer and more organised, the system as a whole is not performing well and, as currently constituted and financed, will not, indeed probably cannot, meet the growth expectations placed upon it.

Eight years after the function shift in 2015, the whole system still looks like the old Public Adult Learning Centre system. True, it has nine provincial administrative hubs staffed by Principals and Deputy Principals, but otherwise the system remains the same with local centres (CLCs) and their satellites (SCs), usually located in schools after hours. Although the administrative hubs are named Community Colleges they are not College campuses and the vision of a Community College campus in each district in South Africa has simply not been realised. A case, unfortunately of building a house from the roof down. It has not worked.

The second challenge is the absence of a project campaign orientated mindset to grow the system, one that does not sit easily with a static bureaucratic mindset (useful as the latter is for running stable developed systems). It is not that there are not pockets of innovation in some CLCs – they must be cherished and grown into real Community Colleges.

The third challenge is the paralysis about funding for the system. It is truly bizarre that a government that has ruled now for thirty years with a vision of redress and transformation to eliminate the injustices and inequalities of the past (and which showed this commitment to the truly disadvantaged in running the *Kha Ri Gude* literacy campaign) has not been challenged to give more financial support to the adult education of the poor and out-of-school youth. The paralysis here in gaining monies from Treasury is almost inexplicable. At the very least there should be an immediate doubling of the budget.

The fourth challenge relates to the NEETs, those Not in Employment, Education or Training. Unpalatable as it may be, the present state of the economy (national and worldwide) and the continuing dysfunctionality of the schooling system will, for the foreseeable future, continue to reproduce a vast number of the undereducated and unskilled. Community Colleges will be needed and on a massified scale.

The fifth challenge is to move away from budgets that are almost totally devoted to staff salaries and neglect the necessity of learning materials, support for students, and infrastructure and facilities maintenance.

Promising outlooks

It is very positive that many of the recommendations made in this report have already been anticipated and discussed or proposed within the DHET. Indeed many of them were already stated in policy but not realized in practice. For many of them, their time has come. This applies to several aspects of the system (whether its budget remain the same or is radically enhanced).

Clearly there must be a rebalancing of the distribution of the budget. It is unsustainable to expect quality results when virtually the whole budget goes on teacher salaries. The rebalancing of the programme mix must see skills training and entrepreneurship development have a large scale increase (as was demanded by the Community Education and Training Skills Summit of 2022). Qualifications need reconfiguration, Learners need study materials, and many others (all detailed in the various chapters of this report and recommendations listed in an Appendix).

Hard choices

This report in essence proposes a move towards a (re)building of the system through the local enhancement of existing provision at CLCs and rapidly developing a network of Community Colleges (however modest they are) in district after district. Such institutions need a true identity as providers to the local community.

Moving in this direction will require hard choices and courage to accept both successes and failures in building a dynamic education and training intervention to serve the people of the land.

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Appendix 1

The Terms of Reference

The Terms of Reference for the establishment of a task team on the development of a comprehensive implementation plan as a response to the outcomes of the CET skills summit

The Department of Higher Education and Training (The Department) seeks to establish a Task Team on the development of a comprehensive implementation plan as a response to the outcomes of the CET Skills Summit.

1. BACKGROUND

- 1.1 The Ministry hosted a Community Education and Training (CET) Skills Summit on 08-09 March 2022.
- 1.2 One of the outcomes of the Skills Summit is the need to develop a comprehensive implementation plan on the outcomes of the CET Skills Summit.
- 1.3 In the development of the costed implementation plan, there will be a review of current plans, including the CET sector plan.

2. SCOPE AND DEFINITION OF WORK

- 2.1 The Task Team will prepare a draft work plan outlining time lines, methodology, key policies, source materials and a list of key stakeholders to consult and involve.
- 2.2 The Task Team will analyse and review existing policies and plans in the development of a comprehensive and costed implementation plan.
- 2.3 In the development of the comprehensive and costed implementation plan, the Task Team will consider and review the following:
 - 2.3.1 Government's macro plans on skills development and the contribution of CET to the challenges of poverty, inequality and unemployment;
 - 2.3.2 The CET vision, impact statement and the theory of change informing the establishment of CET;
 - 2.3.3 The delivery context of CET and its positioning and alignment within the Post-school Education and Training (PSET) system;
 - 2.3.4 Enrolment targets and the partnerships and collaborations necessary to achieve such targets;
 - 2.3.5 The nature of programmes to be provided in line with the outcomes of the Skills Summit;
 - 2.3.6 The implications of the programmes to be provided for the human resources capacity necessary to implement the selected skills programmes;

- 2.3.7 The ICT and digital modalities necessary to implement the skills programmes;
- 2.3.8 The information, reporting, monitoring and evaluation systems necessary to monitor and measure progress of implementation of the comprehensive and costed implementation plan.

3. DELIVERABLES

- 3.1 A detailed project work plan of all activities and outputs for the comprehensive and costed implementation plan.
- 3.2 Draft comprehensive and costed implementation plan.
- 3.3 Proposed activity plan for stakeholder consultations.
- 3.4 A cost analysis of the comprehensive implementation plan.
- 3.5. The final report to be submitted to the Minister and the Deputy Director-General for Community Education and Training.

4. DURATION OF THE TASK TEAM

- 4.1 The proposed duration of the Task Team is six months from the date of the inaugural meeting.

Appendix 2

A note on our use of and standardisation of terminology

Rapid changing terminology is a noted problem in policy development. It is therefore always helpful to have a set of useful categories and terms available with which to describe policy proposals. Terminological confusion is endemic in South Africa. Because of the frequency of changes in name of various forms of education and training (including their institutional forms) during the last two and a half decades, we have attempted to standardise our usage of some terms and to employ terms that are in common international and South Africa use. The Department of Higher Education and Training in 2021 published a set of terminology definitions, the *Dictionary of terms and concepts for Post-School Education and Training* but most adult and community education related definitions are missing from it and the few that are included are unfortunately often not in accord with international usage.

Adult Education and Training (AET)

Adult education (and training) is a huge field covering literally thousands of forms of education, formal, non-formal and informal, that is not categorised as formal schooling, college and university education and training. As a term it cannot be meaningfully restricted to the very limited formal offerings of schooling equivalent ABET and FET offered by Public Adult Learning Centres/Community Learning Centres (as the, now repealed) Adult Education and Training Act of 2000 as amended attempted to do and as the DHET terms for AET education levels continue to do). This reports therefore tends not to use this term unless the context makes clear what is being spoken of.

Adult Basic Education and Training and Adult Further Education and Training

Adult Education and Training (AET) has recently replaced Adult Education and Training (ABET) in much official naming of various bodies and programmes. This is invariably a cause of confusion. In international terminology Adult Basic Education and Training refers to education and training that is more or less equivalent to compulsory schooling. Thus, in South Africa "Basic education" refers to General Education (grades 1 to 9) – but in other countries basic education and adult basic education may be equivalent to twelve grades of schooling (to which the very title of the Department of Basic Education bears witness). It all depends on the length of compulsory schooling. The name of the Department of Basic Education is therefore confusing given current South African term usage because it serves both compulsory schooling (Basic Education in grades 1 to 9) as well as some Further Education and Training (grades 10

to 12), the latter, though not compulsory, is nevertheless a very dominant part of the school system. Where we refer in this report to education and training for adults that is equivalent to school grades 1 to 9 we correctly use the term ABET, but for that which is equivalent to grades 10 to 12 it is better to use the term Adult Further Education and Training (AFET). We usually avoid the use of the term AET as, used correctly, this term covers all adult education and training at whatever level, formal and non-formal. Therefore, where reference is made to education and training that is equivalent to grades 1 to 12 (or to levels 1 to 4 on the National Qualifications Framework) two terms, ABET and AFET, should really be used.

Apprenticeship

A workplace based training programme for occupational trades

Community College

A Community Education and Training College (CETC) and a Community College are the same thing. We have favoured that latter term. Exactly what is a Community College in South Africa is currently obscure – it could be a yet to be piloted vision of a local institutions (somewhat like a North American Community College) or the current conglomeration of previous Public Adult Learning Centres in a province into a nominal legal structure.

Community Learning Centre

An ALC (Adult Learning Centre), a CETC (Community Education and Training Centre), a CLC (Community Learning Centre) and a PALC (Public Adult Learning Centre) are more or less the same thing conceptually. We favour the now official term Community Learning Centre (CLC) except when specifically referring to the PALC as a legal entity until its transformation into a (at least nominal) community college substructure in April 2015. The DHET Dictionary defines it as a “teaching and learning site that is recognised as discrete from a CET college head office.”

Continuing education

Continuing education is a mainly North American term that can refer to post-secondary school learning through degree courses by non-traditional students, non-degree career training, workforce training, formal personal enrichment courses, non-formal courses and self-directed learning. It is not normally considered to include basic instruction such as literacy, English language skills, or vocational training. Professional continuing education is a specific learning activity generally characterized by the issuance of a certificate or license renewal within a particular profession. In South Africa the term has been confusingly (and we believe, incorrectly) used to officially re-describe the post-school Further Education and Training system, as is stated in the DHET Dictionary, “all learning and training programmes leading to qualifications or part-qualifications at levels 1 to 4 of the NQF contemplated in the National Qualifications Framework Act, 2008 (Act 67 of 2008) provided for at a college in terms of this Act.”

Entrepreneurship

Entrepreneurship is the act of starting a business in the hope of earning a profit. The modern meaning of the word is often broader, meaning the general ability to solve problems and influence various forms of social or economic change.

Further Education and Training

In international terminology Further Education and Training usually refers to post-school provision that takes place after Basic Education has been completed but is usually differentiated from Higher Education (in universities). In many countries Basic Education is identical to the full school curriculum (usually 12 or 13 years long) so Further Education is genuinely post-school and much of it is at a higher level than secondary school. In South Africa, because compulsory schooling ends at only grade 9, Further Education and Training is categorised on the National Qualifications Framework (NQF) as being at levels 2, 3 and 4 (the same levels as grades 10, 11 and 12 in the school system). This creates comparison difficulties when looking at Further Education and Training systems in other countries. Generally we have tried in this report to specify exactly what is being referred to when we mention Further Education and Training (now officially and confusingly renamed Continuing Education and Training in relation to technical, vocational and adult and community education).

Informal learning

The DHET Dictionary describes it as “forms of learning that are intentional or deliberate but are not institutionalised. It is consequently less organised and structured than either formal or non-formal education. Informal learning may include learning activities that occur in the family, workplace, local community and daily life, on a self-directed, family-directed or socially-directed basis.” In international discourse informal learning usually means educational or training interactions which are not planned or structured and may not even necessarily be intentional.

Internship

A short period practical work experience aimed at increasing the employability of a trainee.

Matric

One of the most abused terms used in South African education. Originally “the matric” was a university entrance examination. Over time the various Senior Certificate examinations (written at the end of secondary school at Grade 12) were accepted as a substitute for the university entrance examination provided the Senior Certificate was passed at a certain level and certain subject combination criteria were met. This is still the situation. However in popular discourse “the matric” is simply the Grade 12 level Senior Certificate examination whether it provides university entrance or not. Currently the National Senior Certificate written in school has three achievement levels, one giving access to degree level studies, the next to diploma studies and the lowest to higher certificate studies. We therefore tend not to use the term “matric” in this report although it is officially used in the title of the Second Chance Matric Programme

Non-formal education and informal learning

Because these two terms are often used interchangeably and thereby confusingly we have rigorously used non-formal education to mean planned and structured education which does not lead to any kind of recognised certification or qualification and informal learning (or informal education) to mean educational interactions which are not planned or structured and may not even necessarily be intentional.

Short skills programme

A short training programme usually three to six months long.

Technical and Vocational Education and Training College

A FETC, a VCETC and a TVETC are the same institution – a Further or Vocational and Continuing or Technical and Vocational Education and Training College. We have favoured the now official term Technical and Vocational Education and Training College except when making references to the period when they were legally called FET Colleges. Officially the term now only applies to a public institution, private TVETCs are simply called Colleges.

Appendix 3

Consolidated list of recommendations

Key recommendations

1. The transformation of the CET system must be based upon a holistic view that it includes education, skills training and community education as mutually reinforcing components, if the situation of inequality, spatial exclusion and poverty are to be addressed.
2. Unless the budget for the current system is at least doubled, improvements will be at best a minor tinkering and plans for massification will have to be abandoned. Serious massification to eventually reach a million participants will require in the order of a sevenfold increase.
3. The current Community College system has not adhered to the original policy plan of establishing a set of locally-based community colleges. This policy and vision must have an accelerated implementation.
4. It is vital that the local Community Colleges have a real institutional identity and appropriate powers.
5. There should be partnerships with TVET Colleges and suitable state, NPO, and business partners.
6. The general education component requires substantial curricular reconfiguration to meet the needs of adults and youth with inadequate schooling.
7. The effectiveness and efficiency of the current General Education teaching staff must be drastically improved (including a better educator:learner ratio and programme results).
8. To enable recruitment of skills trainers, the employment qualification and other requirements (currently related essentially to the General Education component) need to be revised.
9. Management capacity needs to be rapidly enhanced.
10. Learning materials are a must and must be budgetted for and provided.
11. The Management Information System has to be enhanced and its data analysed and used for timeous decision making.
12. The Continuing Education and Training Act needs to be revised.

Specific recommendations

Institutional identity and building

13. The current Community Education and Training system needs reconfiguration in line with the original policy proposal for having visible institutions with clear identities in local communities that offer a diversity of provision to cater for a wide range of learners and stakeholders in support of gainful employment, local businesses, and livelihoods.
14. Intentional building of the Community College system through a robust project management process.
15. A substantial Community Learning Centre (CLC) must be available in each local municipality, with Satellite Centres (SCs) sited in wards.
16. There should be guidelines on the minimum enrolments for local Community Colleges (3 000), CLCs (500) and SCs (50).
17. As soon as each entity has reached a certain level in participation, the institution should be allowed to divide again and attract new provision in under served areas of the country, working with other providers that can be brought into the public system.
18. Building these institutions on the ground also requires building the capacity of managers, administrators, and educators and trainers to fulfil this function.
19. Partnerships that work with colleges, municipalities, NPOs and the private providers must be energetically pursued.
20. Partnerships with TVET Colleges must be strengthened including:
 - » Consider re-purposing some of the TVET College multi-campuses into two sections, one a Community College one;
 - » Including the Community College mission into the TVET college system to create a continuum of provision from the lowest levels General Education and Skills training levels to the highest in technical and vocational education and training. Financial

Finance

21. Recognise that the government policies on Community Education and Training cannot seriously be implemented, let alone massified to meet a target of one million participants, without substantial increases in the state subsidy.
22. To meet essential necessary improvements to the current system will require a doubling of the current budget, to seriously massify would require a sevenfold increase.
23. Unless this is agreed to, most of the other recommendations below are largely pointless.

General Education, Skills Programmes, Business Development, and Community Education

General Education

24. The phasing out the GETC:ABET and GETCA to a General Education Certificate more designed for adult learning needs. This qualification will emphasise comprehensive literacy and numeracy and teachers must be trained adequately to teach these areas effectively.
25. It should have an item bank competence-based assessment system (as already used by the Independent Examinations Board) that would allow for the establishment of a demand led assessment system where students can present themselves when they are ready, without waiting for an examination time at the end of the year or the middle of the next year.
26. There must be proper planning on any such system and research on its quality control if in the long term it could replace the current examination system, and on when and how this phasing out could take place.
27. The National Senior Certificate for Adults (NASCA) should be rolled out as soon as possible and it may be necessary to have a dedicated Task Team for this.
28. The Second Chance Matric Programme needs to be owned by the DHET and various steps taken to enhance its management and administration.

Skills training

29. A new dedicated skills training unit in the DHET's CET Branch that is separate from General education programmes to ensure the provision of key resources. This unit is to identify and develop short skills that are universally high in demand and do not require extensive infrastructure or equipment.
30. Research be undertaken to map regional and local skills training demand in the local formal and informal economy.
31. Research be undertaken to determine and provide the briefs for a package of short skills courses leading to qualifications and develop guides to accreditation of courses.
32. Develop work-based and placement learning (WBPL) as a component of courses and to be recognised within the formal and informal local economies and within the CET centres.
33. Include an effective Life Skills programme in all skills training to assist learners to gain required soft skills to assist them to thrive.
34. As soon as possible roll out short skills courses at multiple centres of short skills courses including catering, agriculture, cell phone repairs, appliance repair, nail technician, etc.
35. Prioritise construction skills courses including brick making, handy person, maintenance and repairs to be prioritized in order to help in the building of infrastructure in the colleges and local communities.

36. SETAs, the QCTO and National Skills Fund (NSF) to provide capacity building and support especially in guiding the accreditation and funding of courses leading to full qualifications that include theory, extensive practical experience, assessments, assignments and workplace experience and work-based placed learning (WBPL) opportunities.
37. Develop or source good short skills learning materials centrally in collaboration with TVET Colleges and QCTO.
38. The DHET CET branch develops an alternative set of academic/occupational requirements for the appointment of suitable short skills course facilitators so that:
 - » an effective system of Artisan Recognition of Prior Learning (ARPL) for Lecturers and students can be used;
 - » local artisans in the community can be employed for short, part-time work;
 - » suitable current General Education lecturing staff are identified who could be trained to run accredited skills training courses;
 - » recent qualified TVET College students could also be contracted to offer certain short courses.
39. Explore skills training partnerships between the Community Colleges and TVET Colleges and local non-profit providers.
40. Because of the necessity and urgency of the partnerships with the TVET Colleges there must be negotiations with the TVET Branch in the DHET with the aim of piloting the use of TVET college campuses to introduce skills programmes in CET.
41. The DHET should develop an appropriate funding model for provision of short skills courses that is not based on the current learnership model which requires stipends to be provided to learners. The costings should be based on the course offered and not on a standard formula and take into account the capacity of workshops, fixed and variable costs.

Business development

42. Business development hubs should be created at local Community Colleges and CLCs where knowledge and opportunities may be shared. These hubs are envisaged as places for sharing knowledge, both formal, non-formal and informal, and for the upskilling of community members both young and old. They would also be a place where the community gets access to information they need about the community and wider afield.
43. Programmes for developing cooperatives and providing support for informal traders should be developed.
44. Differentiate programmes for those that already have businesses from that are wanting to start businesses
45. More courses should be developed at National Qualifications Framework level 1 (NQF 1).
46. Modest registration fees may be charged for courses.

Community Education

- 47. Clarify the scope of this component so the Community College centres can understand legitimate expectations of them in relation to local needs.
- 48. Gaining local partners will be a necessity as will the gaining of funding resources.
- 49. The means of reporting to the DHET on this component must be devised.

Governance, Management, Administration, and Staffing

Governance

- 50. If a more a district-based Community College system is implemented it must be accompanied with a strong governance system that is also based in the district.
- 51. The Continuing Education and Training Act needs to be amended or replaced accordingly.
- 52. The current Community College Council in a the province-wide Community College needs to be replaced through the establishment of new district-based College Councils.
- 53. There is a need for a provincially based oversight office (at a Regional DHET office) to focus on strategic coordination, support to newly established colleges, mentoring of management staff, liaison with the national CET Branch, monitoring the implementation of national policy, norms and standards, and engaging with relevant provincial bodies such as the SETA Forum, the Human Resources Development (HRD) Council and provincial state departments. [This is in effect what the current Community College office is.]

Management

- 54. Clarification of management tasks at national, provincial and local levels and the appointment of sufficient personnel to handle essential management task related to the critical functions of provision, projects, examinations and assessments, facility maintenance, ICT and EMIS support, and linkages with partners and stakeholders.
- 55. Management development initiatives must ensure that the capacity to manage and deal with strategic engagements with stakeholders is improved.
- 56. More management staff need to be appointed, for example as HODs, at centre and district levels and to key units.

Administration

- 57. Every College centre needs administrative capability to help students and communities. It is particularly needed in relation to collecting and processing the data for the EMIS.

Educators and Trainers

58. The percentage of the budget spent on educator and trainer salaries must be reduced to allow for the necessary expenditure on learning materials and support.
59. Decisive management action must be taken to ensure that the educator:learner ratio is improved from the current average of 1:13 to 1:18 and then to 1:24.
60. There must be regular (quarterly) audits of learner attendance and its impact on these ratios.
61. Improvement in the quality of provision (influenced by the professional quality and earnestness of the educators and trainers) is essential to attract learners.
62. Develop an alternative set of academic and occupational requirements for Skills trainers and for their qualification upgrading (as was done for TVET Colleges in the early 2000s). (cf. #38)
63. Prioritize the recruitment and training of skills trainers.
64. Develop a plan to reorientate some General Education lecturers towards Skills training and Community Education.
65. Develop an orientation programme for educators who will teach the NASCA.
66. Generally increase the number of educators and trainers who have adult education qualifications.
67. DHET to prioritise the rebuilding of adult educator development at universities and also investigate the poor throughput of some existing programmes. A research chair could be instituted.
68. DHET to develop an action plan to build relationship between TVET and CET on educator and training development and deployment.
69. Pilot and institutionalise effective partnerships in non-formal education provision (as with the DVV partnership).
70. Where appropriate fund NPOs who provide educators and trainers for CET programmes.

Human Resources appointments and development

71. Principals and deputy principals must have proper qualifications, leadership skills, financial management, data analysis, and general project management skills.
72. Educators and Trainers need administrative support and there is a need to appoint to permanent staff CLC managers as a priority.
73. There must be avoidance of lecturers doubling up as administrators increasing their already heavy workload, unless properly agreed upon as part of their workload.
74. A district model of community colleges should at least have one administrator to support different CLCs.

Support systems and services

Education Management and Information Service

75. Enhance the existing EMIS system now via better enforcement of current data collection and via pilots of wider data collection and its display.
76. The Department of Basic Education must disaggregate its Amended Senior Certificate examination results data so that genuine CET system enrolled student data can be examined.
77. Ensure that effective interfaces between DHET student enrolment and lecturer (including PERSAL) databases and the DHET's and DBE's examination data and new attendance data are designed and implemented.
78. Employment of part-time staff to do correlational analyses of the numerical data and this data analysis and research capacity is built either within the DHET or subcontracted to a public university.
79. Evaluation of the usefulness of the various occasional monitoring and evaluation instruments and how they could be used as data sources.
80. Research capacity for the sector may require a university Chair for Community Education and Training and for the NSF give grants to universities to support the Community College sector.

Learning materials

81. Full range of learning materials (including readers and prescribed language texts) to be developed or existing materials procured for ABE (AET 1 to 4) and Senior Certificate.
82. NASCA (current curriculum) materials have already been developed but not printed. These need to be revised and made available.
83. Two materials development options to be considered:
 - » Teams set up by DHET to develop (along Kha Ri Gude and DBE workbook model) [our preferred option].
 - » Partnership with Publishers Association of South Africa.
84. Plan for the distribution of materials (following the *Kha Ri Gude* and DBE workbook delivery model).

Partnerships

85. Clarify the definitions of different types of partnerships.
86. Build up legal and managerial capacity at the various Community College levels to establish, register, manage, monitor and evaluate and maintain partnerships.
87. Establish partnerships with TVET colleges and Non Profit Organizations for the use of workshop space and experienced lecturers/artisans to provide short skills programmes to NEET youth from the local area.
88. Improve engagement with the Department of Labour, other national and local government entities, and employment agencies.

Student support

89. Community Colleges must develop structured, systematic and well managed career guidance and academic and employment placement services for all students and the local community.

Employment services

90. A Community College must play an active role in linking and bringing some employment services for its students and communities to its institutional sites.

Review of the Continuing Education and Training Act

91. The Act needs to be revised because it is not fit for purpose (as it was modelled on the legislation for TVET Colleges which have a very different institutional configuration).
92. The clarification and enhancement of the legal identity and legal powers of Community Learning Centres is a priority.