

DEPARTMENT OF HIGHER EDUCATION AND TRAINING

NO. 576

27 MAY 2016

**CONTINUING EDUCATION AND TRAINING ACT, 2006 (ACT NO. 16 OF 2006)
CALL FOR COMMENTS ON THE DRAFT POLICY ON STAFFING NORMS FOR
COMMUNITY EDUCATION AND TRAINING (CET) COLLEGES**

I, Bonginkosi Emmanuel Nzimande, Minister of Higher Education and Training, in terms of the Continuing Education and Training Act, 2006 (Act No. 16 of 2006), hereby invite public comments on the Draft Staffing Norms for the Community Education and Training (CET) Colleges as set out in the Schedule.

All interested persons and organisations are invited to comment on the draft policy on staffing norms for Community Education and Training (CET) Colleges in writing and direct their comments to:

The Director –General, Private Bag X174, Pretoria, 0001 for Attention: Ms T Masondo, email: masondo.t@dhet.gov.za, Fax: 086 690 4643.

Kindly provide name, address, telephone number, fax number and email address of the person or organisation when submitting comments.

The comments on the draft policy on staffing norms for the Community Education and Training (CET) Colleges should reach the Department within 21 calendar days after publication of this Notice.



Dr BE Nzimande, MP

Minister of Higher Education and Training

Date: 30/03/2016

SCHEDULE 01



**higher education
& training**

Department:
Higher Education and Training
REPUBLIC OF SOUTH AFRICA

**DRAFT POLICY ON STAFFING NORMS FOR
COMMUNITY EDUCATION AND TRAINING
(CET) COLLEGES**

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ACRONYMS

AAAT	Applied , Agriculture and Agricultural Technology
AET	Adult Education and Training
A&C	Arts and Culture
AHC	Ancillary Health Care
CET Act	Continuing Education and Training Act
CET Colleges	Community Education and Training Colleges
CLC	Community Learning Centre
DHET	Department of Higher Education and Training
ECD	Early Childhood Development
EMIS	Education Management Information System
EMS	Economics and Management Sciences
ETDP	Education Training and Development Practices
FTE	Full Time Equivalent
HET	Higher Education and Training
HRD	Human Resources Development
HSS	Human and Social Sciences
LTSM	Learning and Teaching Support Material
ICT	Information and Computer Technology
MTEF	Medium Term Expenditure Framework
NASCA	National Senior Certificate for Adults
NGO	Non- Governmental Organisation
NQF	National Qualifications Framework
OSD	Occupational Special Dispensation
PALC	Public Adult Learning Centre
PED	Provincial Education Department
RPL	Recognition of Prior Learning
SAQA	South African Qualifications Authority
SETA	Sector Education and Training Authority
SMME	Small , Medium and Micro Enterprise
T & T	Travel and Tourism
TVET	Technical and Vocational Education and Training
US	Unit Standard
W& R	Wholesale and Retail
VCET	Vocational and Continuing Education and Training

GLOSSARY OF TERMS

TERM	MEANING
ACADEMIC STAFF	Staff who offer and/or facilitate classes for the students enrolled in a College. Used interchangeably with the terms Lecturer, Core Staff and Professional Staff
ACADEMIC YEAR	A College period that begins on 1 January and ends on 31 December of each year
COLLEGE	A public college that is established or declared as a Community Education and Training (CET) college
COMMUNITY LEARNING CENTRES	Has a minimum of 200 and a maximum of 599 FTE students. This definition is restricted to a three year cycle beginning 2016.
CONSENT ADDITIONAL NUMBER OF WEIGHTED STUDENTS	Is that which occurs within the CET College that shows a progressive enrolment pattern sustained over a period of three years
CONTINUOUS EDUCATION AND TRAINING	All learning and training programmes leading to qualifications or part qualification at levels 1 to 4 of the NQF framework contemplated in the NQF Act, 67 of 2008 provided for in the college in terms of the Principal Act.
DEPARTMENT	Department of Higher Education and Training
FINANCIAL YEAR	A period that commences on 1 April and ends on 31 March of the following year
FULL TIME EQUIVALENT	The total number of students counted in terms of the number of learning areas or subjects that sum up to full qualifications (i.e. 120 US credits for a GETC or 5 subjects combinations for Senior Certificate) for the full duration of the academic year. For example if five (5) students enrol for one subject each for a Senior Certificate, they will be counted as one (1) FTE student
INSTITUTIONAL LANDSCAPE FOR CET	The distribution model institutional tier of learning sites administered and managed by a particular college for the

COLLEGES	purpose of ensuring access to a learning institution
LECTURER	Any person who teaches or trains other persons or provides professional educational services at any college, and who is appointed in a post on any lecturer establishment under the Principal Act.
MANAGEMENT STAFF	The principal and the vice principals of a public college"
MODEL	Refers to the Post Provisioning Norms Model
SMALL COLLEGE ETIENNE VAN NELLENS CAMPUS	Has a minimum of 75 and a maximum of 199 FTE students.
STAFF	All persons employed at a CET college
STUDENT	Any person registered as a student at a CET college
SUPPORT STAFF	Staff who render generic and shared support services in a College for example Human Resources
VERIFICATION	A process whereby the student enrolment is audited (through head count and otherwise) and verified as per FTE enrolments

SECTION 1: INTRODUCTION

The Community Education and Training (CET) Colleges, as part of the Post-School Education and Training (PSET) system requires that a balance be reached amongst the following competing immediate priorities within the next three years as namely:

- standardization and stabilisation of the sub system – post migration to the DHET;
- growth and sustainability of human resources within the sub-system to cope with a competitive post schooling sector; and
- streamlining of the current available human resources to ensure teaching and learning continues, improves and is not compromised in any way.

The draft policy on the staffing norms for CET Colleges as a proposal identifies the following core elements as the main drivers of the Staffing Norms Model for the CET Sector.

1. Equitable CET College budget allocation and distribution;
2. Programme Offerings as per approved Programme and Qualification Mix (PQM);
3. Verified Full Time Equivalent (FTE) student enrolments that lead up to NQF level 4; and
4. CET College Medium Term Expenditure Framework (MTEF) Post Establishment

It should be noted that this draft policy on staffing norms for CET Colleges does not include any promotional posts at this stage, but introduces a standardised model for the compensation of employees, (the lecturers in the 9 CET Colleges) as transferred from the PED's to the DHET.

The draft policy introduces the support staff in the Community Learning Centres as an important element to assist the professional staff.

The draft policy also proposes a normed rationalised institutional landscape with normed class sizes.

SECTION 2: BACKGROUND

1. Presidential Minute No. 690 of 2009 abolished the Department of Education and the Department of Higher Education and Training and the Department of Basic Education were created.
2. Following this re-organisation of government, Proclamation No. 44 of 2009, published in Government Gazette. No. 32367 of 1 July 2009, transferred the administration of the Adult Basic Education and Training Act, 2000 (Act No. 52 of 2000), and the Further Education and Training Colleges Act, 2006 (Act No. 16 of 2006), to the Minister of Higher Education and Training.
3. The legislative responsibility for Adult Education and Training was transferred to the Minister of Higher Education and Training through the Higher Education and Training Amendment Laws, 2010 (Act No. 25 of 2010).
4. The Further Education and Training (FET) Colleges Amendment Act, 2013 proposed a repeal of the Adult Education and Training (AET) Act 52 of 2000.
5. The Department of Higher Education and Training published the White Paper for Post School Education and Training System, in November 2013. The White Paper states that Public Adult Learning Centres (PALC's) are to be absorbed into a category of institutions named Community Colleges, which cater for the provision of second-chance learning opportunities for out-of-school youth and adults.
6. The Continuing Education and Training Act, 2006 (Act No. 16 of 2006) establishes the Community Education and Training Colleges (CETCs) as another institutional type within the Post- School Education and Training (PSET) system.
7. In April 2014 the Minister of Higher Education and Training established the first nine (9) CETCs as Administrative and Management Centres for the 3276 former Public Adult Learning Centres (PALCs).
8. The nine Colleges are now the juristic persons in terms of the CET Act, 2006 (Act No. 16 of 2006), and the National Policy on Community Colleges provides a framework for the establishment of Community Colleges.

9. The proposed staffing norms for the CET Colleges is a first step towards the standardization of the inherited diverse staffing models.
10. Section 20(1)(a) of the CET Act as amended reads: "The staff of public colleges consist of persons appointed by the Minister in terms of the Public Service Act in posts established on the organisational structure of the Department and identified as posts to the respective colleges"
11. The staffing norms comply with the objectives of the White Paper for Post- School Education and Training and provide for the following:
- a) **Access, flexibility, differentiation and expansion:** CET Colleges are arguably operating at different times and levels. The staffing norms take into consideration the instructional times, the diversified learning programmes, curriculum delivery models and phasing in of the expansion of the Community College sector; all of which have an impact on the post distribution per College.
 - b) **Programme Offerings:** CET Colleges offer qualifications or part-qualifications that are registered on Levels 1 to 4 of the National Qualifications Framework (NQF). CET Colleges should be flexible in their programme offerings and should include programmes that respond to local community developmental priorities, as well as the priorities of the State.
 - c) **Funding and distribution variables:** The staffing norms for CET Colleges recognises that the current costing is budget driven at this stage. No programme costing exercise has been undertaken in the past, to accurately determine the actual costs for each programme offering.
 - d) **Model Benchmarks:** A Ministerial Task Team is working on a funding model for CET Colleges. It is envisaged that the model will be benchmarked against international trends for CET Colleges in order to determine the most flexible and differentiated variables relevant to the sector.
 - e) **Nature of operation:** CET Colleges differ in the nature of their operations in that some operate on full time basis, whilst others operate on part time basis.

SECTION 3: LEGISLATIVE FRAMEWORK

- a) Basic Conditions of Employment Act, 1997(Act No. 75 of 1997) (as amended);

- b) Continuing Education and Training Colleges Act, 2006(Act No. 16 of 2006) (as amended);
- c) Labour Relations Act, 1995(Act No. 95 of 1995) (as amended); and
- d) Public Service Act, 1994(Act No. 103 of 1994) (as amended).

SECTION 4: POLICY STATEMENT

- 12. The staff of a public college consists of persons appointed by the Minister in terms of the Public Service Act in posts established on the organisational structure of the Department and identified as posts to the respective colleges.
- 13. The staff referred to in Section 4, paragraph 12 are remunerated from the funds allocated to the respective colleges in accordance with budget allocations of CET Colleges per Full Time Enrolments (FTEs).
- 14. The Compensation of employees' budget shall be capped at 75% of the total budget; of which 80% is allocated for lecturing staff and 20% for support services. This translate to a ratio of 1: 0.75.
- 15. 40% the total remaining 25% of the total budget should be reserved for goods and services for the CET Colleges.
- 16. Depending on the demand for and the nature (formal or informal) of programmes, posts in the CET Colleges should accommodate part-time, fixed term contracts and permanent posts.
- 17. All CET College staff are appointed under the Public Service Act, with Occupational Special Dispensation (OSD) applicable to professional staff with approved and relevant professional qualifications.
- 18. The CET Colleges will ring-fence the portion of posts for permanent appointments and remaining portion for part- time, fixed term contracts. The Standard Operating Procedure for the implementation of staffing norms will give full guidance on the proposed distribution.

19. Experience for lecturers (former AET practitioners) who have long service in the AET sector should be considered when they are recommended for appointments under the new staffing norms provided there is substantive proof.
20. Where overstaffing exists due to decline in learner enrolments redeployment process should apply provided the lecturer is appointed on permanent basis and avenues for reskilling where needs exists have been explored .
21. Appointments in the CET Colleges should be in line with instructional times and therefore will vary from shared posts i.e. full time equivalents to full time posts.
22. Implementation of the staffing norms should be done in line with the approved protocols and the policy on Standard Operating Procedure for implementation of the Staffing Norms for CET Colleges.

SECTION 5: PROPOSAL FOR INSTITUTIONAL CONFIGURATION MODEL

23. The ultimate institutional landscape model for the CET Colleges is 52 Colleges distributed per municipality district. However, the reconfiguration process of the 3276 Community Learning Centres (CLCs), will determine the number of CLCs as per the approved norms.

COLLEGE

- 23.1. The size of a CET College will be classified as small, medium or large according to the number of enrolled FTEs as follows:
 - Small: 700- 1500 FTEs
 - Medium: 1501 -2500 FTEs
 - Large: 2501 and above FTEs
- 23.2. For the purpose of promoting access to learning the subsidiary sites of a College will include Community Learning Centres and Satellites. The CLC will be classified as follows:

COMMUNITY LEARNING CENTRES

- Small: 201- 350 FTEs
- Medium: 351 -500 FTEs
- Large: 551- 699 FTEs

SATELLITE CENTRES

- The Satellite Centres must have between a minimum of 75 to a maximum of 200 students FTEs.
- These figures will be restricted to a three year cycle whereupon a similar grading exercise will be conducted to determine a new classification.

SECTION 6: CLASS SIZE NORMS

24. The student enrolment for the sub levels (AET level 1-3) programmes shall be not smaller than 1:20.
25. Student enrolment for NQF level 1 shall not be less than 1:25.
26. Depending on the nature of a particular skills programme, head count enrolment shall be a minimum of 15 and maximum of 30.
27. The class sizes for the (National) Senior Certificate (for Adults) NASCA shall not be less than 1:30.
28. These class size norms shall apply to enrolment for full qualifications and part qualifications.

SECTION 7: GUIDELINES FOR OPERATIONAL TIMES

29. CLCs must be flexible to operate on full time basis as well as on part-time basis.
30. Centres with dedicated buildings must operate between 8:00 until 21:00 and should cater for learners that cannot attend during the day. The time table of a college must be sufficiently flexible to include Saturday classes.

31. The model is based on the principle that available posts are distributed amongst CET Colleges proportionally to their number of weighted students.

SECTION 8: CET COLLEGS DRAFT POLICY ON STAFFING NORMS MODEL

MODEL PRINCIPLES

32. The concept of "weighted student", instead of actual students, is used to enable the College to compete on an equal footing for posts. As some students and some learning areas/programs require more favorable post allocations than others, each student is given a certain weighting that reflects its relative need in respect of the staffing norms.

33. A weighted student enrolment for each CET College is determined, which, in relation to the total student enrolment, reflects its relative claim to the total pool of available posts.

34. 75% of the CET Branch budget allocation is reserved for lecturer and support staff of the Community Learning Centres in the 9 CET Colleges.

CORE ELEMENTS OF THE STAFFING NORMS FORMULA

FIXED ELEMENTS

- a) CET Branch budget allocation
- b) 75% of the total budget is ring-fenced for CET Colleges compensation of lecturer Employee staff
- c) The budget allocation to each CET College
- d) Programme offering/curriculum that each Campus(CLC) will pursue

VARIABLE ELEMENTS

- FTE student enrolments for each academic year as verified and audited

SECTION 9: WEIGHTING NORMS

Student Enrolments Weightings

Programme	Sub-Level	Weight	Ideal Class Size
GETC	1	1.15	20
	2	1.15	20

	3	1.15	20
	NQF 1	1.125	25
NSC	NSC	1.05	30
SKILLS	NQF 1	1.125	30

Learning Area Weightings

Learning Programme	Level	Weight	Stream
Home Language	4	0.245	Compulsory
Additional Language	4	0.245	
Maths Literacy	4	0.245	
Life Orientation	4	0.245	
AHC	4	0.235	Science
Natural Science	4	0.235	
Technology	4	0.235	
AAAT	4	0.235	
ICT	4	0.235	
SMME	4	0.235	Commercial
EMS	4	0.235	
W&R	4	0.235	
T&T	4	0.235	General
A&G	4	0.235	
ECD	4	0.235	
HSS	4	0.235	
Communication	1 - 3	0.345	GETC
Numeracy	1 - 3	0.345	
Integrated Studies	3	0.345	

Formulae for professional posts Allocation

a. $CWS = LWS + LAWS + CRW$

b. $Constant\ Ratio = \frac{National\ Weighted\ Student}{National\ Post\ Basket}$

c. $College\ Post\ Establishment\ (Lecturers) = \frac{College\ Weighted\ Student}{National\ Post\ Basket}$

- *CWS = College Weighted Students*
- *LAWS = (AET)Level Average Weighted Students*
- *CRW = Classroom Weighted Students*
- *CR = Constant Ratio*
- *NWS = National Weighted Students*
- *NPB = National Post Basket*
- *CPE = College Post Establishment*

SECTION 10: CET COLLEGES STAFFING NORMS CALCULATIONS (USING 2016 BUDGET)

The staffing norms proposed the following budget split:

Compensation of employees (COE) – 75%

- 80% of the 75% is reserved for Academic Staff
- 20% of the 75% is reserved for Support Staff

Other Services – 25%

R	1 900 000 000,00
R	1 425 000 000,00
Other Services (25% Nett Split results of Equitable Share)	
R	475 000 000,00
Core (80% Nett Split of COE)	
R	1 140 000 000,00
Non-Core (20% Nett Split of COE)	
R	285 000 000,00

SECTION 11: CET COLLEGES INDICATIVE BUDGET ALLOCATIONS

2016 ACADEMIC STAFF BUDGET ALLOCATION

Post Allocation	3871
Average Unit Cost per Post	R 294 466,58
Financial Equivalent (80% Nett split Results)	R 1 140 000 000,00

Region	NET Expenditure	Post Allocation	Number of Posts	Number of Posts	Number of Posts
Eastern Cape	33000	308,571	409	R 120 310 466,24	3272
Free State	25000	309,523	310	R 91 144 292,61	2480
Gauteng	86904	1075,953	1076	R 316 832 144,19	8608
KZN	50500	625,237	625	R 184 111 471,07	5000
Limpopo	29537	365,696	366	R 107 685 158,83	2928
Mpumalanga	24000	297,142	297	R 87 498 520,90	2376
Northern Cape	7500	92,857	93	R 27 343 287,78	744
North West	35000	433,333	433	R 127 602 009,65	3464
Western Cape	21250	263,095	263	R 77 472 648,72	2104
	312591	3871	3872	R 1 140 000 000,00	30976

SUPPORT STAFF BUDGET ALLOCATION

Post Allocation	1548
Average Unit Cost per Post	R 184
Financial Equivalent (80% Nett split Results)	107,43
	R 285 000
	000,00

Region	EMV Expenditure	Post Allocation	Number Post Allocation	Financial Equivalent	Number of Hours
Eastern Cape	33000	103,570	163	R 30 077 616,56	1304
Free State	25000	123,765	124	R 22 786 073,15	992
Gauteng	86904	430,227	430	R 79 208 036,05	3440
KZN	50500	250,005	250	R 46 027 867,77	2000
Limpopo	29537	146,226	146	R 26 921 289,71	1168
Mpumalanga	24000	118,814	119	R 21 874 630,23	952
Northern Cape	7500	37,130	37	R 6 835 821,95	296
North West	35000	173,271	173	R 31 900 502,41	1384

Western Cape	21250	105,200	105	R 19 368 162,18	840
	312691	1548	1548	R 285 000 000,00	12376

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SECTION 12: CONCLUSION AND RECOMMENDATIONS

35. It should be noted that the FTEs in CET Colleges will undergo a process of verification before correct budget allocations are issued. Section 11 is an example of indicative allocations.
36. The draft policy on staffing norms for CET Colleges will go through a process of consultation to relevant stakeholders.
37. It is the desire of the Department to implement this policy not later than September 2016 and Regional Offices will assist the CET Colleges to set up systems for the implementation of the staffing norms.

DRAFT