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DEPARTMENT OF HIGHER EDUCATION AND TRAINING
DEPARTEMENT VAN HÖER ONDERWYS EN OPLEIDING

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DEPARTMENT OF HIGHER EDUCATION AND TRAINING

CONTINUING EDUCATION AND TRAINING ACT, 2006 (ACT NO. 16 OF 2006)

NATIONAL POLICY ON COMMUNITY COLLEGES

I, Bonginkosi Emmanuel Nzimande, Minister of Higher Education and Training, hereby determine National Policy on Community Colleges in terms of section 41B (4) of the Continuing Education and Training Act, 2006 (Act No. 16 of 2006) and publish the policy as set out in the Schedule hereto.

Dr BE Nzimande, MP

Minister of Higher Education and Training

Date: 27/05/2015

higher education & training

Department:
Higher Education and Training
REPUBLIC OF SOUTH AFRICA

NATIONAL POLICY ON COMMUNITY EDUCATION AND TRAINING COLLEGES

APRIL 2015

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ACRONYMS AND ABBREVIATIONS

ABET	Adult Basic Education and Training
AET	Adult Education and Training
CETCAC	Community Education and Training College Administrative Centre
CBO	Community-Based Organisation
CLC	Community Learning Centre
CSO	Civil Society Organisation
DHET	Department of Higher Education and Training
DoE	Department of Education
DoL	Department of Labour
ECD	Early Childhood Development
EMIS	Education Management Information System
ETDP	Education Training and Development Practices
FBO	Faith Based Organisation
FETC	Further Education and Training Colleges
FET	Further Education and Training
GETC	General Education and Training Certificate
HET	Higher Education and Training
HRD	Human Resources Development
IEB	Independent Examinations Board
NDP	National Development Plan
NGO	Non-Governmental Organisation
NPO	Non-Profit Organisation
NQF	National Qualifications Framework
NSDS	National Skills Development Strategy
PALC	Public Adult Learning Centre
PED	Provincial Education Department
SAQA	South African Qualifications Authority
SETA	Sector Education and Training Authority
TVET	Technical and Vocational Education and Training

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SECTION 1: INTRODUCTION

1.1 The administration of the Adult Education and Training Act, 2000 (Act No.52 of 2000) and the Continuing Education and Training Act, 2006 (Act No. 16 of 2006) was transferred to the Minister of Higher Education and Training, through Proclamation No.44 of 2009 which was published in Government Gazette No.32367 of 1 July 2009.

1.2 The legislative responsibility for the Adult Education and Training (AET) sector was transferred to the Minister of Higher Education and Training (DHET) through the Higher Education and Training Amendment Laws Act , 2010 (Act No.25 of 2010).

1.3 The Continuing Education and Training Act, 2006 intends to establish Community Education and Training Colleges (CETCs) as another institutional type within the Post-School Education and Training system.

1.4 The implications of the CET Act, 2006 are to repeal the Adult Basic Education and Training Act, 2000. This implies that the CET Act, 2006 will be the legislation governing CETCs and Community Learning Centres (CLCs).

1.5 The National Policy on Community Education and Training Colleges serves as an initial process to establish the overarching institutional policy framework for the establishment of CETCs.

1.6 The policy acts as a transitory policy framework for the migration of the function of AET sector from the Provincial Departments of Education (PEDs) to the DHET with effect from 01 April 2015. This migration would affect all learners and personnel and other resources in the sector.

SECTION 2: DEFINITION OF COMMUNITY EDUCATION

2.1 Community is defined as being located within and contributing to local needs and local development, building social agency and social cohesion (Ministerial Task Team (Report: 2012).

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2.2 The focus on community in the CETCs and CLCs is as much a matter of location (easy access for youths and adults) as it is 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 the local economy and labour markets.

SECTION 3: BACKGROUND AND CONTEXT

3.1 Education is an essential component of reconstruction, development and transformation of any society. Post 1994 the South African integrated education system has played a significant role in accelerating racial integration through universal access to primary and increasingly secondary education, the expansion of early childhood development and increased access to tertiary institutions.

3.2 Notwithstanding the achievements in education over the first twenty years of democracy, it is observed that the system still produces and reproduces inequalities through gender, class and racial divide. These inequalities continue to undermine the vision of the South African Constitution of a prosperous, democratic, non-sexist, non-racist and equal society.

3.3 The challenges of inequalities based on gender, class, race, disability, geographic location, age and health status persist with regard to access to educational opportunities in the adult education and training sector.

3.4 The provision of education and training alone is not sufficient to significantly reduce these inequalities but the commitment to establish pro-poor institutional structural frameworks and funding modalities are key elements that can assist to accelerate the attainment of the vision of the National Development Plan's (NDP) 2030 agenda that of an egalitarian and prosperous society.

3.5 According to the Ministerial Task Team Report on Community Education and Training Centres (CETCs) 2012, the two disadvantaged groups are adults and young people who are outside of the formal economy and formal workplaces, who are not in educational institutions, who have few opportunities for access to first or second-chance learning and lifelong learning.

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3.6 These groups include close to 12 million adults with less than grade 9 education in 2007; including the nearly 3 million young people not in employment or in education and training (NEETs) between the ages of 18-24 years who are also in need of education and training opportunities.

3.7 Access to education and training must be made available through viable institutions to the employed and unemployed, young and old to encourage an economically active population and community participation.

3.8 The White Paper for Post-School Education and Training states that, "The education and training system must find ways to cater for the needs of the millions of adults and youth who are unemployed, poorly educated and not studying. The expansion of the university and college systems will make an important difference, but will not be sufficient to meet all the needs. In any case, they are not designed for this. There are many who would not qualify to enter a university or Technical and Vocational Education and Training (TVET) colleges".

3.9 It then concludes that, "A new type of institution has to be built and supported; one that can offer a diverse range of possibilities to people for whom vocational and technical colleges and universities are not possible".

3.10 Prior to the Function Shift of AET on 1 April 2015, the state provided AET through its PEDs. The PEDs operated Public Adult Learning Centres (PALCs), most of which are located in schools and they provide institutional learning to adults on a part-time basis. In terms of the Further Education and Training Amendment Act, 2013 (Act No.1 of 2013), PALCs have been transferred to the control of the Department.

3.11 Further to PALCs, there are also private adult learning centres run by faith-based organisations (FBOs), non-governmental organizations (NGOs) and community-based organisations (CBOs) with a diverse range of offerings, which may include formal provisioning of the General Education and Training Certificate (GETC): ABET at National Qualifications Framework (NQF) level 1.

3.12 In January 2014, the Minister of Higher Education and Training launched the White Paper for Post-School Education and Training system in which key challenges facing South African higher education and training were identified. The White Paper articulates many weaknesses with regard to the current provisioning of AET due to,

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among other things, insufficient resources, inadequate staffing, weak infrastructure and poor articulation.

Nevertheless, the White Paper notes that,"Despite their weaknesses, the PALCs are currently the only public institutions with a wide distribution around the country and which provide for adults and post-school youth who are not catered for by the TVET colleges and universities. The PALCs have been merged into CETCs which is a new type of post-school institution, as envisaged in the Continuing Education and Training Act, 2006. These colleges are expected to be sensitive to the needs of their communities. They will primarily target youth and adults who for various reasons did not complete their schooling or who never attended school. CETCs will be multi-campus institutions which cluster the PALCs. They will be expanded by adding other campuses where necessitated by their enrolments and programmes. Although they will be public colleges, they may enter into partnerships with community-owned or private institutions such as faith-based organisations or other education and training centres in order to enhance their capacity to meet the education and training needs of youth and adults".

3.13 In addition, the White Paper supports the mainstreaming of education for people with disabilities into community education where appropriate. The 2011 census reveals that 7,8 % of the population are people with disabilities . This constitutes 2,870 130 in number.

3.14 Access and success in the AET qualifications is low and its quality is in doubt. More concerning is the lack of impact of the qualification with regard to its contribution to skills development, poverty alleviation and unemployment.

3.15 The current AET provision data indicates that very few adults acquire the full GETC qualification, whereas most candidates collect only a few learning area certificates. This means that there is limited progression to further learning.

3.16 A further barrier to AET is the lack of accessible provisioning as tuition is usually accorded limited hours. This is partly the result of historical policy interventions and plans that have been under-resourced and sporadically initiated. In many instances the AET centres have little or no clear institutional identity or capacity. PALCs do not have full-time staff and are staffed through short-term contracts. PALCs operate mainly in

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the evening and this situation does not afford adequate opportunities for effective tuition.

3.17 AET provisioning has concentrated on formal qualification which poses a problem to those learners who may not necessarily want a qualification. The current AET approach and curriculum in the PALCs, focusing on general education, fails to attract large numbers of adults and youth interested not only in completing a school qualification, but also those interested in gaining labour market currency and skills for sustainable livelihoods.

3.18 AET provisioning has too few flexible pathways and rigidity in offerings (part or full-time) for youth and adults who have passed the age of compulsory education. There is insufficient focus on quality and there is no diversity of programme offerings.

3.19 Out-of-compulsory school-going age youth and adults also experience a number of interrelated barriers to participation in AET, including physiological, psychological, situational and structural barriers. Most of these are directly related to the physical and learning disabilities as well as socio-economic conditions of the youth and adults.

3.20 To find a lasting solution to these challenges, the Minister established a Task Team to conceptualise a workable institutional model for community education and training that is distinct in its ethos and mission, provides a diversity of programmes, qualifications or part-qualifications of which articulate with qualifications of existing institutions and is oriented towards provision for communities and ensures lifelong learning opportunities.

3.21 The brief by the Minister to the Task Team was to consider policy and legal implications, make recommendations on relevant programmes, investigate and propose appropriate funding modalities and suitable governance mechanisms, develop broad implementation steps to institutionalise the provisioning of community education and training, and to review relevant local and international literature.

3.22 The Task Team report proposes the establishment of Community Education and Training Colleges (CETCs) and Community Learning Centres (CLCs) as a third tier of institutional type alongside Universities and TVET Colleges. The CETC sector is envisaged to cater for second-chance learning opportunities for out-of-school youth and adults, by building on the current offerings of the PALCs, which offer general education programmes. They must also add to the general education programmes by

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offering vocationally-oriented skills and knowledge programmes leading to sustainable livelihoods outside of the formal sector. Community Education and Training Colleges will be a diverse set of institutions, offering programmes that are appropriate to their particular communities.

3.23 The introduction of Community Education and Training Colleges as a new institutional type is envisaged to play a pivotal role in contributing to improved levels of educational attainment among youth and adults.

3.24 The findings of the 2011 South African Census reveal that 15 918 454 South Africans aged 20 years and above, have not completed Grade 12. This figure represents 60% of the population in the said cohort.

3.25 Census 2011 data further sheds some light on the numbers of youth and adult learners nationally, including learners with disabilities as follows:

- 2 665 874 or 8.6% have no schooling;
- 3 790 134 or 12.2% have some primary schooling;
- 1 413 895 or 4.6% have completed primary schooling; and
- 10 481 577 or 33.9% have some secondary but did not complete grade 12

3.26 This summarises the background and the context within which this policy on CETCs is conceptualised.

SECTION 4: PRINCIPLES UNDERPINNING THE ESTABLISHMENT OF COMMUNITY EDUCATION AND TRAINING COLLEGES

4.1 The establishment and operations of Community Education and Training Colleges must be founded on a set of principles, which, when construed as a collective, should define what Community Education and Training Colleges are about. Accordingly, the following principles must underpin the establishment and declaration of Community Education and Training Colleges:

a) Expansion of access to education and training to all youth and adults, especially those who have limited opportunities for structured learning, including learners with disabilities;

b) Diversification and transformation of institutions that promote the goals and objectives of a progressive socio- economic agenda

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b) Provision of good quality formal and non-formal education and training programmes;
c) Provision of vocational training that prepares people for participation in both the formal and informal economy;
d) Close partnerships with local communities, including local government, civil Society Organisations, employers' and workers' organisations and alignment of programmes with their needs;
e) Partnerships with government's community development projects;
f) Local community participation in governance; and
g) Collaboration and articulation with other sections of the post-school system.

SECTION 5: LEGISLATIVE AND POLICY CONTEXT

5.1 This policy must be read in conjunction with the following policies and legislation:

a) White Paper for Post-School Education and Training, 2013;
b) Continuing Education and Training Act, 2006
c) National Qualifications Framework Act, 2008;
d) General and Further Education and Training Quality Assurance Act, 2001;
e) Public Service Act, 1994;
f) Skills Development Act, 1998;
g) National Skill Development Strategy (2010-2016);
h) Constitution of the Republic of South Africa, 1996;
i) Labour Relations Act, 1996; and
j) Education White Paper 6 , 2001.

SECTION 6: PURPOSE OF THE POLICY

6.1 The purpose of this policy is to provide a framework that must guide the management of the shifting of the Adult Education and Training function from the PEDs to the national competence of the Department of Higher Education and Training.

6.2 To this effect this policy provides a framework for the establishment of Community Education and Training Colleges, governance and management of these institutional types, employment of staff, the funding framework, programmes and qualification offerings, quality assurance, examinations and assessment, and monitoring and evaluation.

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SECTION 7: APPLICATION

7.1 This policy applies to Community Education and Training Colleges established by the Minister in terms of the Continuing Education and Training Act, 2006.

SECTION 8: ESTABLISHMENT OF A COMMUNITY EDUCATION AND TRAINING COLLEGE

8.1 The establishment or declaration of a Community Education and Training College vests with the Minister of Higher Education and Training.

8.2 The Minister reserves the right to establish Community Education and Training Colleges that transcend geographical boundaries based on the communities of interest or practice. In other words the term community is not limited to a geographical community.

SECTION 9: PROCESS OF ESTABLISHING COMMUNITY EDUCATION AND TRAINING COLLEGES

9.1 The Minister has in terms of section 3 (1) (b) of the Continuing Education and Training Act, 2006, established new Community Education and Training Colleges. These were gazetted in Government Gazette No. 38571 of 16 March 2015.

9.2 These institutions are known as the Community Education and Training College Administrative Centres (CETCACs). One CETCAC has been established in each province.

9.3 The delivery sites of the CETCACs are referred to as Community Learning Centres (CLCs).

9.4 The CETCACs are meant to play an administrative role for the management and governance of the renamed PALCs.

9.5 The establishment of pilot Community Education and Training Colleges will be a gradual process and will take place on phase-in basis starting with one Community Education and Training College as a pilot project in each province. If resources are not

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immediately available for the nine pilot Community Education and Training Colleges, the Minister may decide to establish fewer pilots.

9.6 The purpose of the pilot college is to provide an opportunity for the DHET to begin the process of establishing district based Community Education and Training Colleges and to gain experience that will be useful in rolling out Community Education and Training Colleges in every district in the country. The roll out of Community Education and Training Colleges will be outlined in a further policy instrument.

9.7 The DHET may establish new Community Education and Training Colleges and CLCs as the Minister deems necessary. Community Education and Training Colleges may also be established on the basis of partnerships between the DHET and the community–owned or private institutions such as Faith-Based Organisations or other education and training centres. Such partnerships will be entered into in line with the appropriate Ministerial authority.

9.8 The adequacy of post school education and training facilities in communities shall be taken into account in order to determine community needs for the additional educational facilities, subject to available funding.

9.9 The Minister shall determine the name and seat of a Community Education and Training College, which shall be published in the Government Gazette, together with all its CLCs.

9.10 The DHET will develop a strategy for the branding of Community Education and Training Colleges and their Community Learning Centres.

SECTION 10: MERGER OF COMMUNITY EDUCATION AND TRAINING COLLEGES

10.1 Since the responsibility for the PALCs has shifted from the PEDs to the DHET, the current PALCs have been deemed to be Community Education and Training Colleges in terms of section 25(2)(b) of the Continuing Education and Training Act, 2006.

10.2 All the deemed Community Education and Training Colleges have been merged to become CLCs of the 9 newly established and distinct provincially-based CETCACs

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after consultation with PALCs. This was gazetted in Government Gazette No. 38674 of 7 April 2015.

10.2 A Community Education and Training College shall normally be a multi-centre institution and, subject to approval by the Minister, it may be expanded or rationalised through a process of Community Education and Training College mergers or demergers.

SECTION 11: GOVERNANCE

11.1 A Community Education and Training College referred to in paragraph 8.1 shall be governed by a Council constituted in terms of section 10 of the Continuing Education and Training Act, 2006

11.2 Regulations that accommodate the nature and model of Community Education and Training Colleges may be developed to guide the establishment of the councils.

11.3 The Minister may determine in terms of section 7 of the Act that a Community Education and Training College Council takes responsibility for the governance of more than one Community Education and Training College.

11.4 A Community Education and Training College must have a student representative council constituted in terms of the Continuing Education and Training Act, 2006 and the Standard College Statutes which is contained in Schedule 1 of the Continuing Education and Training Act, 2006.

11.5 If deemed necessary by the Minister, a Community Education and Training College may constitute an Academic Board, otherwise the DHET shall execute the responsibilities of the Academic Board as defined in the Continuing Education and Training Act, 2006.

SECTION 12: MANAGEMENT

12.1 A Principal of a Community Education and Training College shall be appointed by the Minister on the organisational structure of the DHET as a Member of the Senior

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Management Service (SMS) in terms of the Public Service Act, 1994 at the level of a Director.

12.2 The management staff of a Community Education and Training College shall consist of the Principal, Vice- Principal(s) and other sectional managers such as an education and training services manager, financial officer and human resources manager, etc. Sectional managers will be appointed depending on need. The college management, under the leadership of the Principal, is responsible for all management functions in a college, including but not limited to the following:

a) Developing and implementing the overall strategic direction of the college;
b) Finance and Corporate Services;
c) Institutional Development and Support;
d) Education, Training and Skills Development;
e) Examinations and Assessment; and
f) Partnerships and Community Development Programmes.

12.3 A Vice-Principal shall be appointed by the Minister on the organisational structure of the DHET as a Member of the Middle Management Service (MMS) in terms of the Public Service Act, 1994 at the level of a Deputy Director.

12.4 A Community Learning Centre manager shall be appointed by the Minister on the organisational structure of the DHET as a Member of the Middle Management Service (MMS) in terms of the Public Service Act, 1994 at the level of an Assistant Director.

12.5 The number of Vice-Principal Posts at each college shall be determined through a post-provision policy to be determined by the Minister.

SECTION 13: EMPLOYMENT OF STAFF

13.1 The Minister shall determine, in terms of section 20(1)-(3), read with section 23 of the CET Act, 2006 the post establishment of a Community Education and Training College.

13.2 The Minister shall determine a policy for the post provisioning norms for the employment of staff.

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SECTION 14: FUNDING FRAMEWORK

14.1 Community Education and Training Colleges shall be funded in accordance with National Norms and Standards as provided for in terms of section 23 of the CET Act, 2006, as well as through other funding streams as identified in section 24 of the Act.

14.2 Every Community Education and Training College must submit to the Department of Higher Education and Training audited annual financial statements in a manner determined by the Minister as provided in Section 25 of the Act.

14.3 The funding norms for CETCs will, during the transition period from PEDs to the DHET, be the funding convention as currently in operation in each province.

14.4 In the establishment of Community Education and Training Colleges for the pilot phase, the Director-General will allocate funds to each College based on the national Norms and Standards for Funding Community Education and Training Colleges (NSF-CET Colleges).

SECTION 15: PROGRAMMES AND QUALIFICATION OFFERINGS

15.1 Community Education and Training Colleges shall be flexible in their programme offerings and include programmes driven by the community developmental priorities, as well as the priorities of the State.

15.2 Accordingly, a Community Education and Training College shall offer programmes that are driven and funded by the State, as well as programmes that respond to the immediate needs of the community and funded from other funding sources as identified in section 24 of the Act.

15.3 A holistic approach to education and training shall be adopted in order to offer learning options in which both soft and hard skills are developed within an integrated development framework that seeks to improve livelihoods, promote inclusion into the world of work and that supports community and individual needs.

15.4 Formal qualifications that shall initially be offered under the auspices of the Department of Higher Education and Training shall include:

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a) General Education and Training Certificate for Adults;
b) Senior Certificate;
c) National Senior Certificate for Adults;and

15.5 Programme offerings offered in collaboration with local authorities, SETAs, community organisations and other Government Departments, as well as industry may include but are not limited to:

a) Early Childhood Development;
b) Community Development Works Programmes;
c) Worker Education;
d) Cooperative and Entrepreneurship Education and Training;
e) Plumbing, Construction, Carpentry, Electricity, Welding and Auto Body Repair;
f) Motor Mechanics;
g) Home-Based Care;
h) Parenting and Childcare;
i) Civic Education, Community Mobilisation and Organisation;
j) Expanded Public Works Programme;
k) Community Health Workers Programme, including HIV/AIDS Education;
l) Information and Communication Technology; and
m) Arts and Crafts.

15.6 Non-formal programmes shall take place on a 'needs' basis, and shall be aligned strongly to local contexts, and to employment and community development opportunities. Non-formal offerings that do not lead to qualifications or part-qualifications, however, may also be made available to learners participating in adult education programmes in varied institutional, workplace and community-based settings.

15.7 The Guidelines for Good Practice for Learning that Does Not Lead to a Qualification or Part-Qualification (LNQ) that were published by the South African Qualifications Authority (SAQA) in Government Gazette No. 38672 on 1 April 2015, defines
Non-formal learning as planned learning activities not explicitly designated as learning towards the achievement of a qualification or part-qualification; often associated with learning that results in improved workplace practice.

Community Education and Training Colleges may offer non-formal programmes which may include, but are not limited to:

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a) School Governing Body Training;
b) Civic and Citizenship Education;
c) Small Medium and Micro Enterprise Training
d) Co-operatives Training;
e) Learner Driver's Licence;
f) Life Skills;
g) Voter Education; and
h) Consumer Education.

SECTION 16: INFRASTRUCTURE FOR COMMUNITY EDUCATION AND TRAINING COLLEGES

16.1 The DHET intends to provide the infrastructure for Community Education and Training Colleges in order to foster their distinct institutional identity.

16.2 In the short- to medium term, the DHET may use the existing infrastructure of schools, TVET Colleges and faith-based organisations.

16.3 The infrastructure of schools and TVET Colleges may be utilised after securing the approval of the governing structures of the TVET Colleges and schools.

16.4 In instances where existing PALCs have their own infrastructure, such infrastructure shall be used for Community Education and Training Colleges' activities.

SECTION 17: QUALITY ASSURANCE

17.1 Community Education and Training Colleges shall offer qualifications or part-qualifications that are registered on Levels 1 to 4 of the National Qualifications Framework (NQF).

17.2 General academic or vocational qualifications or part-qualifications shall be quality-assured by Umalusi.

17.3 Occupational qualifications or part-qualifications shall be quality-assured by the Quality Council for Trades and Occupations (QCTO).

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17.4 If a qualification offered by a Community Education and Training College requires a summative exit national examination administered by the DHET as the assessment body, the Community Education and Training College offering such a qualification must be registered as an examination centre in a manner determined by the DHET.

17.5 Non-formal programmes that do not lead to qualifications will be quality assured through the agreed institutional quality assurance processes.

SECTION 18: MONITORING AND EVALUATION

18.1 Every college must submit reports with information that is required by the Director-General at the intervals determined by the Director-General.

18.2 The information to be submitted by a Community Education and Training College must comply with the information and data standards of the DHET as contained in the Higher Education and Training Information Policy, 2013.

SECTION 19: COMMENCEMENT

19.1 This policy shall take effect on the date of publication in the Government Gazette.

19.2 A comprehensive implementation plan will articulate the implementation process of this policy. This will be developed after the gazetting of the policy.

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