

**DRAFT NATIONAL  
POLICY ON  
COMMUNITY  
COLLEGES**



# Government Gazette Staatskoerant

REPUBLIC OF SOUTH AFRICA  
REPUBLIEK VAN SUID-AFRIKA

Vol. 593

Pretoria, 7 November 2014

No. 38158

*N.B. The Government Printing Works will not be held responsible for the quality of "Hard Copies" or "Electronic Files" submitted for publication purposes*



9771682584003



**AIDS HELPLINE: 0800-0123-22 Prevention is the cure**

---

**GOVERNMENT NOTICES**  
**GOEWERMENTSKENNISGEWINGS**

---

**DEPARTMENT OF HIGHER EDUCATION AND TRAINING**  
**DEPARTEMENT VAN HOËR ONDERWYS EN OPLEIDING**

No. 868

7 November 2014

**FURTHER EDUCATION AND TRAINING COLLEGES ACT, 2006**

**(ACT NO. 16 OF 2006)**

**CALL FOR PUBLIC COMMENTS ON THE DRAFT NATIONAL POLICY ON  
COMMUNITY COLLEGES**

I, Bonginkosi Emmanuel Nzimande, Minister of Higher Education and Training, in terms of section 41B of the Further Education and Training Colleges, 2006 (Act No. 16 of 2006) hereby call for comments on the draft National Policy on Community Colleges.

The White Paper for Post School Education and Training calls for the establishment of Community Colleges. The purpose of the draft National Policy on Community Colleges is to provide a framework that must guide the management of the shifting of the Adult Education and Training function from the Provincial Education Departments to the exclusive competence of the Department of Higher Education and Training.

The draft National Policy on Community Colleges further provides a framework for the process of establishing Community Colleges, governance and management of these institutional types, employment of staff, the funding framework, programmes and qualification offerings, quality assurance, examinations and assessment as well as monitoring and evaluation.

All interested persons and organisations are invited to comment on the draft National Policy on Community Colleges, in writing, and to direct their comments to:

The Director-General,

Department of Higher Education and Training

Private Bag X174

PRETORIA

0001

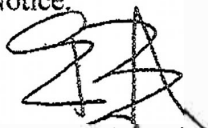
Attention: Mr D Diale, email: [diale.d@dhet.gov.za](mailto:diale.d@dhet.gov.za), Fax: 086 298 9707

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

Copies of the draft policy may be downloaded from the Departmental website, [www.dhet.gov.za](http://www.dhet.gov.za). Hard copies are also available for collection in Room 661, Department of Higher Education and Training, 123 Francis Baard Street, Pretoria. Copies can be posted or emailed on request to any interested person.

The Comments should reach the Department within 30 calendar days after publication of this

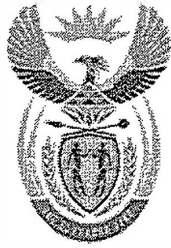
Notice.



Dr BE Nzi mande, MP

Minister of Higher Education and Training

Date: 4/10/2014



higher education  
& training

---

Department:  
Higher Education and Training  
REPUBLIC OF SOUTH AFRICA

**NATIONAL POLICY ON COMMUNITY COLLEGES**

**OCTOBER 2014**

**DRAFT**

## TABLE OF CONTENTS

ACRONYMS AND ABBREVIATIONS .....	2
SECTION 1: BACKGROUND AND CONTEXT .....	3
SECTION 2: PRINCIPLES UNDERPINNING THE ESTABLISHMENT OF COMMUNITY COLLEGES .....	7
SECTION 3: LEGISLATIVE AND POLICY CONTEXT .....	8
SECTION 4: PURPOSE OF THE POLICY .....	9
SECTION 5: APPLICATION .....	9
SECTION 6: ESTABLISHMENT OF A COMMUNITY COLLEGE .....	9
SECTION 7: PROCESS OF ESTABLISHING INTERIM COMMUNITY COLLEGES .....	9
SECTION 8: MERGER AND DEMERGERS .....	10
SECTION 9: GOVERNANCE .....	11
SECTION 10: MANAGEMENT .....	11
SECTION 11: EMPLOYMENT OF STAFF .....	12
SECTION 12: FUNDING FRAMEWORK .....	12
SECTION 13: PROGRAMMES AND QUALIFICATION OFFERINGS .....	13
SECTION 14: INFRASTRUCTURE FOR COMMUNITY COLLEGES .....	14
SECTION 15: QUALITY ASSURANCE .....	15
SECTION 16: MONITORING AND EVALUATION .....	15
SECTION 17: COMMENCEMENT .....	15

## ACRONYMS AND ABBREVIATIONS

ABET	Adult Basic Education and Training
AET	Adult Education and Training
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
FET	Further Education and Training
FETC	Further Education and Training Colleges
HET	Higher Education and Training
HRD	Human Resources Development
GETC	General Education and Training Certificate
IEB	Independent Examinations Board
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

## SECTION 1: BACKGROUND AND CONTEXT

- 1.1 Education is an essential component of reconstruction, development and transformation of the South African society. It has become accepted worldwide that individuals require a sound education in order to participate effectively in increasingly complex social and economic environments. The skills in the 21<sup>st</sup> century are becoming increasingly complex given the pervasive use of information technology and the pace of scientific and technological advancement.
- 1.2 Education and training must address the enormous developmental challenges of poverty, inequality and unemployment. The call for a developmental state in South Africa requires the development of the necessary skills and capabilities for this to be possible.
- 1.3 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 system.
- 1.4 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.
- 1.5 The White Paper for Post-School Education and Training states that,<sup>1</sup> “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) college”.

---

<sup>1</sup> White Paper on PSET, October 2013, page 20

1.6 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.”

1.7 The state currently provides Adult Education and Training (AET) through its Provincial Education Departments (PEDs). The PEDs operate Public Adult Learning Centres (PALCs), most of which are located in schools, that provide institutional learning to adults on a part-time basis. In terms of the Further Education and Training Colleges Amendment Act, 2013 (Act No.1 of 2013), PALCs will be transferred to the control of the Department of Higher Education and Training (DHET).

1.8 Further to PALCs, there are also private adult learning centres run by religious institutions, non-governmental organizations (NGOs) and community-based organisations (CBOs) with a diverse range of offerings, which may include formal provisioning of the GETC: ABET<sup>2</sup> at NQF level 1.

1.9 In January 2014, the Minister of Higher Education and Training launched the White Paper for Post-School Education and Training 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, among other things, insufficient resources, inadequate staffing, weak infrastructure and poor articulation.

1.10 Nevertheless, the White Paper notes that,<sup>3</sup> “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 colleges and universities. The PALCs will be absorbed into a new type of post-school institution: the Community Colleges, as envisaged in the Further Education and Training Colleges Amendment Act mentioned above. These colleges are expected to be sensitive to the needs of their communities.

---

<sup>2</sup> General Education and Training Certificate: Adult Basic Education and Training, NQF Level 1

<sup>3</sup> White Paper on PSET, October 2013 page 21

They will primarily target youth and adults who for various reasons did not complete their schooling or who never attended school. Community Colleges 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 church-run or other education and training centres in order to enhance their capacity to meet the education and training needs of youth and adults”.

- 1.11 Access and success in the AET qualification<sup>4</sup> 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 and poverty alleviation and unemployment.
- 1.12 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.
- 1.13 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 the evenings and this situation does not afford adequate opportunities for effective tuition.
- 1.14 AET provisioning has concentrated on formal qualifications 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, therefore fail 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.

---

<sup>4</sup> GETC: ABET at NQF Level 1

- 1.15 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 inadequate diversity of programme offerings.
- 1.16 Out-of-compulsory school-going age youth and adults also experience a number of interrelated barriers to participation in AET, including psychological, situational and structural barriers. Most of these are directly related to the socio-economic conditions of the youth and adults.
- 1.17 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, of which its qualifications or part-qualifications articulate with qualifications of existing institutions, is oriented towards provision for communities and ensures lifelong learning opportunities.
- 1.18 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.
- 1.19 The Task Team report proposes the establishment of Community Colleges and Community Learning Centres as a third tier of institutional type alongside Universities and TVET Colleges. Community Colleges are envisaged to cater for second-chance learning opportunities for out-of-school youth and adults, by building on the current offerings of the existing PALCs, which offer general education programmes. They must also add to the general education programmes by offering vocationally-oriented skills and knowledge programmes leading to sustainable livelihoods outside of the formal sector. Community Colleges will be

a diverse set of institutions, offering programmes that are appropriate to their particular communities.

1.20 The introduction of Community 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.

1.21 The National Development Plan (NDP) indicates that there are currently about 3 million young people aged 18-24 who are not in employment, education or training, also known as the NEET.

1.22 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.

1.23 Census 2011 data further sheds some light on the numbers of adult learners nationally, as follows:

- a) 665 874 or 8.6% have no schooling;
- b) 790 134 or 12.2% have some primary schooling;
- c) 413 895 or 4.6% have completed primary schooling; and
- d) 481 577 or 33.9% have some secondary but did not complete grade 12.

1.24 This summarises the background and the context within which this policy on Community Colleges is conceptualised.

## **SECTION 2: PRINCIPLES UNDERPINNING THE ESTABLISHMENT OF COMMUNITY COLLEGES**

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

- a) Expansion of access to education and training to all youth and adults, especially those who have limited other opportunities for structured learning;
- 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, civic 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 3: LEGISLATIVE AND POLICY CONTEXT**

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

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

#### **SECTION 4: PURPOSE OF THE POLICY**

- 4.1 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 exclusive competence of the Department of Higher Education and Training.
- 4.2 To this effect this policy provides a framework for the establishment of Community 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.

#### **SECTION 5: APPLICATION**

- 5.1 This policy applies to Community Colleges declared or established by the Minister in terms of the FETC Amendment Act, 2013.

#### **SECTION 6: ESTABLISHMENT OF A COMMUNITY COLLEGE**

- 6.1 The establishment or declaration of a Community College vests with the Minister of Higher Education and Training.
- 6.2 The Minister reserves the right to establish Community 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 7: PROCESS OF ESTABLISHING INTERIM COMMUNITY COLLEGES**

- 7.1 As soon as the responsibility for the PALCs shifts from provincial education departments to the DHET, the current PALCs will be deemed to be Community Colleges in terms of section 25 (2) (b) of the Further Education and Training Colleges Amendment Act, 2013 (Act No.1 of 2013). Immediately this takes place, they will all be merged into nine provincially-based Colleges, to be known as Interim Community Colleges (ICCs).
- 7.2 The former PALCs will then be renamed once more and will be known as Community Learning Centres (CLCs) and each will fall under one of the nine ICCs. It should be stressed that, despite the fact that the ICCs will be provincially based, they will be the responsibility of the DHET, not the provincial education departments.

- 7.3 The DHET sees the provincially-based 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 a 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.
- 7.4 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.
- 7.5 Ultimately every CLC will become part of a district-based Community College and the nine ICCs will cease to exist.
- 7.6 The DHET may establish new Community Colleges and CLCs as the Minister deems necessary. Community Colleges may also be established on the basis of partnerships between the DHET and community-owned or private institutions such as church-run or other education and training centres.
- 7.7 The adequacy of post-school education and training facilities in communities shall be taken into account in order to determine community needs for additional educational facilities, subject to available funding.
- 7.8 The Minister shall determine the name and seat of a Community College, which shall be published in the Government Gazette, together with all its CLCs.
- 7.9 The DHET will develop a strategy for the branding of Community Colleges and their Community Learning Centres.

## **SECTION 8: MERGERS AND DEMERGERS**

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

## **SECTION 9: GOVERNANCE**

- 9.1 A Community College referred to in paragraph 6.1 shall be governed by a Council constituted in terms of section 10 of the FETCA, 2006.
- 9.2 The Minister may determine in terms of section 7 of the Act that a Community College Council takes responsibility for the governance of more than one Community College.
- 9.3 A Community College must have a student representative council constituted in terms of the FETCA, 2006 and the Standard Statutes.
- 9.4 If deemed necessary by the Minister, a Community College may constitute an Academic Board, otherwise the DHET shall execute the responsibilities of the Academic Board as defined in the FETCA, 2006.

## **SECTION 10: MANAGEMENT**

- 10.1 A Principal of a Community College shall be appointed by the Minister on the organisational structure of the DHET as a Member of the Senior Management Service (SMS) in terms of the Public Service Act, 1994 at the level of a Director.
- 10.2 The management staff of a Community 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.

- 10.3 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.
- 10.4 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.
- 10.5 The number of Vice-Principal posts at each college shall be determined through a post-provision policy to be determined by the Minister.

#### **SECTION 11: EMPLOYMENT OF STAFF**

- 11.1 The Minister shall determine, in terms of section 20(1)-(3), read with section 23 of the FETCA, 2006 the post establishment of a Community College.
- 11.2 A Community College Council may appoint staff additional to the staff paid by the Minister, but this function is subject to the provision of section 12 of the FET Colleges Amendment Act, 2006.
- 11.3 The Minister shall determine a policy for the post provisioning norms for the employment of staff.

#### **SECTION 12: FUNDING FRAMEWORK**

- 12.1 Community Colleges shall be funded in accordance with National Norms and Standards as provided for in terms of section 23 of the FETCA, 2006, as well as through other funding streams as identified in section 24 of the Act.
- 12.2 Every Community 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.
- 12.3 The funding norms for Community Colleges will, during the transitional period from PEDs to the DHET, be the funding convention as currently in operation in each Province.

- 12.4 In the establishment of Community Colleges for the pilot phase, the Director-General will allocate funds to each College based on the available funds to be distributed for the piloting of Community Colleges and based on an approved budget for the College.

### **SECTION 13: PROGRAMMES AND QUALIFICATION OFFERINGS**

- 13.1 Community 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.
- 13.2 Accordingly, a Community 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.
- 13.3 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.
- 13.4 Formal qualifications that shall initially be offered under the auspices of the Department of Higher Education and Training shall include:
- a) General Education and Training Certificate for Adults;
  - b) Senior Certificate;
  - c) National Senior Certificate for Adults; and
  - d) National Senior Certificate (for repeaters).
- 13.5 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.

13.6 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. Community Colleges may offer non-formal programmes which may include, but are not limited to:

- 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 14: INFRASTRUCTURE FOR COMMUNITY COLLEGES**

14.1 The DHET intends to provide the infrastructure for Community Colleges in order to foster their distinct institutional identity.

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

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

- 14.4 In instances where existing PALCs have their own infrastructure, such infrastructure shall be used for Community Colleges' activities.

#### **SECTION 15: QUALITY ASSURANCE**

- 15.1 Community Colleges shall offer qualifications or part-qualifications that are registered on Levels 1 to 4 of the National Qualifications Framework (NQF).
- 15.2 General academic or vocational qualifications or part-qualifications shall be quality-assured by Umalusi.
- 15.3 Occupational qualifications or part-qualifications shall be quality-assured by the Quality Council for Trades and Occupations (QCTO).
- 15.4 If a qualification offered by a Community College requires a summative exit national examination administered by the DHET as the assessment body, the Community College offering such a qualification must be registered as an examination centre in a manner determined by the DHET.

#### **SECTION 16: MONITORING AND EVALUATION**

- 16.1 Every college must submit the information that is required by the Director-General at the intervals determined by the Director-General.
- 16.2 The information to be submitted by a Community College must comply with the information and data standards of the DHET as contained in the Higher Education and Training Information Policy, 2013.

#### **SECTION 17: COMMENCEMENT**

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