



higher education & training

Department:
Higher Education and Training
REPUBLIC OF SOUTH AFRICA

Minutes

NPPSET CET Task Team meeting held CIE, 66 Nelson Road, Booysens, Johannesburg

20 July 2016

9:00	Coffee and arrival
9:30	Purpose of meeting and minutes of last meeting held 18 May 2016: Peliwe Lolwana
10:15	Discussion on first chapters: Rationale/context/vision
11:00	Institutional Development presentation: Peliwe Lolwana
13:00	Lunch
13:30	Revisiting the Workplan: agreement on changes to first chapters and work on institutional development plus outstanding areas needing guidance.
14:30	Next meeting and preparations needed
15:00	Closure

Minutes

Present: Peliwe Lolwana; Tembile Kulati; Yvonne dos Santos; Stephanie Allais; Mokaba Mokgatlhe; Monica Mawoyo; Thandi Lewin; Bheki Mahlobo; David Diale; Criselda Mashabela

Apologies: John Aitchison; Eddie Majadibodu,

1. Purpose of meeting and minutes of last meeting held 18 May 2016

- 1.1** Since Prof. Lolwana indicated that she would arrive late, Ms Lewin opened the meeting at 9:40 and extended a word of welcome to all members present. A special word of welcome was extended to Ms Mashabela, who recently joined the DHET.
- 1.2** The minutes of the CET Task Team meeting held on 18 May 2016 were approved as a correct reflection of the meeting, with a few minor amendments.

Pg 6, item 6: Replace ‘...four areas where identified...’ with ‘...four areas were identified...’

It was agreed that the corrected minutes would be circulated to all members of the task team.

Proposed: T Kulati

Seconded: Y dos Santos

1.3 Matters arising

- a. Ms Lewin indicated that the rationale, context and vision chapters had been revised and proposed that they should be discussed, before the workplan would be discussed.
- b. Mr Diale of the CET Branch was asked to give some input on the current work in the branch. He informed the meeting that the NSF has indicated that they would be amenable to consider a formal funding strategy for the pilots. Two different models would be developed, one for setting up new colleges and the other for supporting existing colleges. The DHET CET Branch has also engaged the Services SETA which has indicated that they would be willing to collaborate on the building of new community colleges in a number of provinces (Limpopo, Eastern Cape, possibly KZN). A task team would be established to develop a position paper in this regard, aligning its recommendations with the work of the Ministerial Task Team on Funding.
- c. In terms of partnerships, the CET Branch collaborates with the CIE, and other partnership proposals are in the pipeline. In Mpumalanga the DTI has partnered with colleges to focus on specific projects. Other partnerships are still in the developmental phase, focused on developing particular skills training programmes that will meet the needs of the communities where the projects are located. Lease agreements for partners who are hosting certain projects are also being considered, and the DHET is liaising with the Department of Public Works through an inter-departmental committee to identify existing buildings that have potential to be converted and refurbished in the short-term.
- d. Dr Lolwana reported on a meeting she facilitated between the DHET and two community college trusts focusing on skills development in ECD and other areas. Letters of intent are being drafted for the DHET to consider the proposals, which should be released by the end of the month.
- e. The National Forum for Community Colleges has also been established and was met with great enthusiasm. A national group of regional hub representatives, college principals and council members have also been called to a meeting; the intention of this meeting is to involve civil society role players to ensure that their inputs are also incorporated. Initial funding has been secured from the TIA (part of the DST), and additional support would also be requested from the ETDP SETA. This could be a useful reference group that could comment on the CET Task Team’s work going forward.
- f. Given the value that the National Forum for Community Colleges could have as a reference group, it was recommended that the group should be brought to the Minister’s attention. The DHET should also arrange a meeting to clarify the way forward in terms of accessing funding from the ETDP SETA,

other SETAs and the NSF. A meeting is planned in September, at which the CET TT could present its work so far.

- g. The CET Task Team noted that TIA had been involved in a project to capture learner information, and noted the point that it would be useful to think about how technology can be incorporated into community colleges.

2. Discussion on first chapters: Rationale/context/vision

2.1 Ms Lewin referred the meeting to the introductory chapters detailing the rationale for community colleges, the context and vision of the project.

- a. The rationale is structured to inform the policy framework. Presently the first three chapters duplicate a lot of similar issues, which could be simplified and synthesised into a single document.
- b. The case for community colleges has already been made in the policy documents, and need not be re-stated in the introductory chapters. The introductory chapters should instead only detail and amplify issues that might have been overlooked in the policy documents. The background to the plan should be drafted to be as short and succinct as possible.
- c. The point was made that inequality and class distinctions should be highlighted in particular. The historic background should also be retained, because it provides important information to help understand what is happening in schools, TVET Colleges, adult education and in universities. It was proposed that it would be useful to provide this information as a separate attachment and not as part of the plan. The DHET's submission to the Presidential Commission for University Fees could also be used as a good outline for the plan, because it makes a strong case to fund community education.
- d. The Secretariat was encouraged to think about the structure and format of the final document. If the document was provided electronically it might be possible to provide hyper-links to the background information. Ms Lewin indicated that at this stage it would be important to keep in mind the structure, but also cautioned against overlooking important matters that should be incorporated in the overall process. It would be better to consider all inputs before culling sections that might appear superfluous at this time.
- e. In terms of Chapter 1, the Rationale, it would be necessary to consider the implications and lessons learnt from innovative adult learning programmes, which could be expanded in the Rationale. The case for community education and training should be more clearly made. Inputs would be provided to the Secretariat. The rationale should also refer to both adults and youth.
- f. In terms of Chapter 2 (Context), it was stated that the focus on adult education and training should not divert attention from the issue under discussion i.e. community colleges. Ms Lewin indicated that it would be necessary to contextualise the chapter, because most of the currently available data was sourced from adult basic education and training. The broad umbrella of adult education and training (as contained in the Potgieter Report) could be used to frame the context. The social development work and the training of unemployed people as provided by the Department of Labour should also be incorporated in the context chapter. There are two different levels of historical context, including demand and supply, which should be incorporated. The White Paper merely acknowledges the neglect of the community college sector, but it would be important to include the information.
- g. It would also be necessary to clarify the differences between private and non-profit AET centres, which is not clear at this stage. More investigation would be necessary, since there is an assumption that the majority of these centres are not profit driven. For the purpose of the document it might be necessary to state that there is no clarity on the distinction between the various types of providers.
- h. In response to a question, it was noted that Thusong Service Centres, established by GCIS and operating under individual municipalities, could provide a useful spring-board for the establishment of community training centres or administrative offices and information centres. Social development youth centres and all other possible centres that can be converted to community colleges should be

noted. It would be necessary to understand exactly how operational these centres are; GCIS could be asked to provide information in this regard.

- i. From page 5 onwards, a question was asked about the rationale behind including sections dealing with Funding; Planning, Monitoring and Evaluation; Governance, Management and Leadership, etc. It was clarified that the intention was to provide the history and context, although the section is not meant to serve as an Executive Summary. In the absence of the rest of the plan, it was thought that it would be useful to flag these issues, and to ensure that they would be fleshed out in a more substantial chapter.
- j. Reference is made to examination results in Public AET Centres, and it should be clear that students often drop out long before they are required to write exams, due to a range of issues. It was asked whether the document will refer to student support, which was confirmed.
- k. The demand for community education and training is actually the crux of the document, and should clearly make the case for the nature, scope and gravity of the challenges which community colleges will aim to address. The demand should include those who could not complete matric and who need specific skills. It would be necessary to clarify the usefulness of the GETC, and to determine whether another qualification would address the need to address historical issues that prevented people from completing their schooling. The GETC is probably too complex and time-consuming, with its 7 subjects, of which some are irrelevant. About 97% of learners manage to complete up to Grade 9, and it would be necessary to find a way to assist these learners through a more condensed qualification covering a limited but focused number of learning areas. Learners who drop out of the schooling system because they cannot cope with the learning are also unlikely to cope with the rigours of the existing GETC. For the purpose of the Context, it would be necessary to clarify at which level learners fall out of the system. A reflection of the relevance of current second-chance programmes, differentiating between the different groups that might need community education and training courses, must be provided. For the plan, the question is what work would need to be done, and whether the focus must be on the GETC only and whether it should include the entire spectrum of skills programmes at the lower NQF Levels. It was clarified that some learners who drop out at level 9 do elect to go into other programmes.
- l. It was also noted that the context should mention bridging programmes for academically under-prepared students to provide them with access to higher education. It would also be necessary to consider other areas of learning which could be served by Community Colleges, which the TVET system has not been able to address.
- m. In terms of the Vision, it was noted that the document had been expanded slightly to clarify concepts like open access, as well as previous inputs that had been made by the Task Team.
- n. A concern was raised about the formulation of the principles. It was stated that it would be necessary to emphasise the need to provide Community Education and Training that would be responsive and diverse. The second-last paragraph should highlight the need for clear economic and political will to support the development of CET.
- o. The last principle should clarify community engagement and community participation, even though they are intertwined.
- p. In terms of the use of technology to enhance and support delivery, the Community Colleges could also be established as centres that would provide access to people who have no access to technology.
- q. The five programme areas should not contain nuanced and subtle distinctions that will make it difficult to gain acceptance. One view was that it would be better to focus only on three types of programme offerings, including entrepreneurship and skills development. Institutional and systems management would not be made easier by distinguishing between formal and non-formal programmes, and between skills programmes and other community programmes. The purpose of having categories must be to allow institutional management and funding to be simplified, but should not minimise their flexibility and dynamism. It was stated that there is no empirical evidence at this stage to support the range of programme offerings, except in very broad, general terms. The

point that the system should be as simple and easy to understand as possible is however taken. Other distinctions may arise.

- r. It would be necessary to clarify at what level and for what purpose distinctions are made, which would require the task team to clarify the vision for each different type of college. This issue would be revisited once more work has been done on the type of programmes that would need to be offered, which should also take note of the new programmes to be offered. It was clarified that the workplan would incorporate specific proposals that would be presented to the task team at a later stage.

3. Institutional Development of the CET College (Chapter 4) – presentation by Peliwe Lolwana

- 3.1**
- a. As a preliminary question, it was asked why items 4.1 to 4.3 were included in this section. Dr Lolwana highlighted that many people were unable to access universities or TVET Colleges, because of the way that these institutions were structured historically. Public adult basic education and training learning centres also focused on assisting specific groups of learners. All these issues had an impact on why the system evolved the way it did, and experienced the problems it had. The intention was to provide all this information in a document, some of which could be included in the Context chapter. This chapter should detail the vision for community colleges.
 - b. Apart from understanding the history of the sector, it would be helpful to include bridging programmes, training for unemployed people and employment services in the document. An international perspective on experiences in other parts of the world would also be useful. It was noted that the international and local literature reviews had been included in the Dropbox folder for all members to consider.
 - c. In terms of item 4.3, it was recommended that the principles embedded in the Vision should be merged with those in Chapter 4. Principles from other engagements with communities, conducted by SAIDE and the Ministerial task Team on Community Colleges, could also be included in the consolidated document. Some detail in the draft of Chapter 4 would be particularly useful and could enhance the existing principles.
 - d. It was proposed that the boundaries for community colleges should be based on the demarcation of district and metropolitan municipalities. The current organisation of district public adult learning centres may also need to be revised, taking note of existing skills programmes being offered by NGOs and other providers. It would also be necessary to think about the non-physical infrastructure and technology available to support each college. Each college must have at least some physical structure or building which the community could view as their community college.
 - e. Original hubs that are not being taken care of should be re-assigned to municipalities that have the resources available. Metropolitan municipalities in particular should share oversight and control with national departments, and all these parties should be encouraged to consider ways to collaborate with each other. Municipalities should start taking progressive responsibility for the policies that fall within their responsibility.
 - f. Skills development hubs must be established in specific districts, and TVET Colleges could be supported to partner with other colleges to run these hubs for the students that they serve. District oversight, management and oversight will depend on the municipalities, and they must start thinking about how they will establish skills development hubs to meet learners' needs.
 - g. It was noted that there are various ways in which local government could be encouraged to participate because of their ability to be more responsive than national government. Although the relevant Acts are quite clear about the role of Local Government structures, the final decision would depend on how strong the oversight role of local government agencies would need to be. International benchmarks in this regard would be useful. Since different demarcations apply to the schooling system, the municipal demarcations might be a more realistic mechanism because it is aligned to various other systems. Different layers of governance and responsibility link to institutions, and would have to be approached in a nuanced fashion. If the task team wanted to establish colleges in each of the various districts, it would be necessary to think about the placement

of local government structures and municipalities, and how a symbiotic relationship could be established.

- h. It was asked whether the plan envisages an audit of what is available in the different municipalities and districts, and what would need to be done to meet the needs. What directives should be contained in the plan, and would a feasibility study need to be conducted to understand what would be required? The timelines and pilot projects should also be clarified. It was clarified that the context chapter should clarify what is available presently to inform what is needed and what could be put in place. Pilot projects and case studies should also be done to understand what would be needed, and what can be replicated successfully. The Acting DDG has always made it clear that the Task Team should keep an open mind about the envisaged system, and that it should not be unnecessarily constrained in their thinking.
- i. It was stated that it would also be necessary to understand clearly what would be required, to translate those principles and ideas into something tangible that can be costed and for which Treasury can be approached for funding. This would also need to be translated into a workplan and a concrete way forward. It would be necessary to clarify the relationship with local government structures and municipalities in the workplan. Multiple funding sources would have to be considered to make the colleges a reality, in addition to the DHET's funding mechanisms. At this stage the task team is still operating in the dark, and would need to revisit its plans at a later stage.
- j. A question was asked about whether the Task Team is making a proposal about the structuring of the national DHET, and what implications such a proposal would hold. It was clarified that the document does not yet make any recommendations in this regard.
- k. The point was made that it would be important for the municipalities to make resources available to community colleges to address joblessness, creating opportunities for employment or self-employment and economic and social development. The way that TVET Colleges were established followed the metropolitan city structure, which would be expanded to a more granular level for community colleges. This is why local government will have an important role to play in terms of service delivery.
- l. The point was made that the discourse about local government involvement presently is overwhelmingly negative, and that it might be necessary to think carefully about how their involvement should be promoted to other stakeholders.
- m. Various models of CET Colleges that might be considered were listed for consideration. The breakdown provided was considered very useful and could provide a strong basis for further work to be done in terms of the workplan. A question was asked about the distinction between a learning centre and a satellite. It was clarified that Community Learning Centres, learning centres and satellites could be distinguished based on the number of enrolments. As the actual needs analysis is conducted it might be possible to clarify what would be required at the various levels. The use of public spaces (including universities) as skills hubs or sites of learning should also be mooted, and the private sector and industry could also be asked to collaborate. This is an important cross-cutting issue that should inform the DHET's broader plan for the sector as a whole, where a number of institutional types could be accommodated in a single space. The CET Task Team could refer this as a critical issue to the Oversight Group.
- n. Item 4.5 lists a number of starting points that may need to be considered to set up CET Colleges. Issues addressed include the establishment of administrative hubs, understanding the boundaries of the municipalities where colleges are to be placed, understanding what is available in terms of PALCs, non-profit and NGO provisions, the provision of skills development, and the number of learners and educators in each area. It will be necessary to identify physical infrastructure and key stakeholders, including employers and other institutions of learning, and to establish stakeholder bodies for periodic discussions. The rollout of the process is useful to consider as an initial discussion.
- o. Item 4.6 deals with the evolution and growth of the CET Colleges. 52 institutions may not be adequate to meet the need throughout the country, making it necessary to consider the evolution

and growth of the system. In an ideal situation no institution should be expected to carry more than 5 000 learners, and to limit each to no more than 5 learning centres. Once a college realises that it has more learners to accommodate than its infrastructure allows, it could establish additional learning centres, which could divide into further satellites which would retain management capacity while increasing the ability to respond.

- p. Item 4.7 details the process of piloting new ideas around the establishment of CET Colleges, which have not yet been tested. The DHET will start piloting the ideas in 2016/2017, including organising the establishment of a few CET Colleges; partnering with the Catholic Institute of Education in the development of skills; partnering with private sector trusts in reorganising their education and training in specific areas into structures of CET Colleges. TIA has been brought on board as a partner to focus on the establishment of an IT-based skills book, while a partnership with Harambee will focus on employment services. The latter should be explored in greater depth to link up with the Johannesburg Municipality's recent project known as MOOV, for massive online open varsity. The establishment, oversight and coordination of community colleges in the district of the Johannesburg Metropolitan municipality will also follow. A number of key players appear to be keen to participate in these projects.
- q. It would be useful to engage all these structures and projects to understand what has worked well, and what will actually add value to the CET project. The problem is that the DHET does not have the capacity to think creatively and launch new projects. It was stated that it would have been helpful if there had been a database of possible projects that could be harnessed, but it cannot be assumed that such a resource is available.
- r. A question was raised about the role of the current ABET centres in communities, which presently provide literacy and numeracy programmes and might need to be capacitated to take on a broader role. It was acknowledged that this is an important part of the plan that would need to be addressed as part of understanding the staffing needs of the new institutions. It would also be critical to understand the existing capacity in the system – this is a proposed chapter that will form part of the overall plan.

4. Revisiting the Workplan: agreement on changes to first chapters and work on institutional development plus outstanding areas needing guidance

- 4.1**
 - a. Members requested clarity on the Secretariat's role in drafting the workplan. Ms Lewin confirmed that the Secretariat had requested the DG to permit task team members to be commissioned to do some of the research and writing work for the workplan, which should be approved in the near future. In cases where task team members are employed in organisations which might be able to do the work, a process has also been suggested to ensure that work can be commissioned without too many delays. Task team members who are keen to do particular pieces of work were invited to volunteer.
 - b. The parameters for the various chapters have been broadly agreed, and will be amended as proposed in the meeting. Remaining work will have to be clarified so that the work can be carried out to draft a plan that could be considered by March 2017.
 - c. A common understanding had been reached that Chapters 1 and 3 would be consolidated into one, to precede the Context chapter. Relevant parts of Chapter 4 would also be incorporated in the first Chapter.
 - d. Additional work has to be done in terms of Chapter 4. The Chairperson's inputs in Chapter 4 would be drafted into a detailed report by the Secretariat. Ms Lewin indicated that it would be important to agree what needs to be done, before somebody can be contracted to flesh it out further.
 - e. In terms of partnerships, the plan should provide a guiding framework which will require in-depth research. It would also be necessary to do some research into the characteristics of a community college, keeping in mind the particular needs of a specific area.

- f. Mr Kulati volunteered to develop the section on Governance, and to contribute to the Monitoring and Evaluation section. It was stated that the Secretariat has also got specific capacity in mind to focus on Monitoring and Evaluation.
- g. In terms of Funding, it was proposed that the costing exercises that have been done by CIE could provide a useful baseline, and that the DHET's Skills Branch has also done good work on the costing of adult education. The principles of funding should be developed by the Task Team and should ideally precede the pilot projects.
- h. In terms of developing institutions, GIS mapping was proposed to give an idea of the distances to be covered and to deal with geographically dispersed satellite colleges. The Secretariat should commission this work for planning purposes. It was stated that it would also be necessary to base this information on the kind of programmes that should be offered on each of the sites. The point was made that the process should include the spirit of experimentation. The skills components of the EPWP and Community Works Programme is presently being rolled out through small providers, which could in future be moved to community centres – there is a range of similar projects which could be optimised as low-hanging fruit. A number of concrete proposals could be included based on these offerings.
- i. It was noted that the CIE participated in an EPWP programme in Bethlehem, where administrative and leadership issues had not been addressed upfront and eventually made the projects unsuccessful. It would be necessary to ensure that all projects are thoroughly conceptualised and well planned. In the Western Cape some community colleges have started working in the EPWP and CWP projects with great success, which could be extrapolated to other areas.
- j. Another reality to be considered is that adult learning centres would by default become the benchmarks for the project. The problem is that these centres are of a transitory nature. A landscape audit should ideally be conducted to have an informed understanding of where they are, who runs them and whether they meet the need. It was noted that SAIDE has done a similar exercise three years ago, using STATS SA data. If it would not be possible to conduct a comprehensive study, it would be necessary to flag this as an issue in the Plan.
- k. In terms of Chapter 4, the Task Team was asked to give their input on how they envisage Community Colleges in future. It would be necessary to be clear about the exact extent of the work that needs to be done. The Chairperson's think piece on developing institutions should now be expanded and written up by somebody else. The Chairperson agreed to do further work on the kind of programmes to be offered, and the reasoning and rationale behind the programmes to be offered at community colleges. Case studies could be developed simultaneously by somebody else.
- l. In terms of partnerships and coordination, it was proposed that somebody with some legal background should draft a review. Mr Diale agreed to draft such a review.
- m. In terms of the appointment and development of staff, the plan should provide a framework for staffing the sector. It should keep in mind that the workforce might be informal and have a diverse educational background. It might also be necessary to recommend the core HR component that should be appointed at each community college, which might require a look at the proposed staffing norms. A copy of the Staffing Norms would be made available to the Secretariat.
- n. In terms of IT Infrastructure, it was recommended that SAIDE be commissioned to draft a think piece once the Task Team has done some work on the programme mix. It would be useful to recommend that all Colleges should be linked to SANREN as the absolute minimum requirement for bandwidth connectivity. It would also be useful to include universities of technology in the discussion, and to think how community radio can be used to reach students in far flung parts of the country. The problem is that a range of education interventions for people in remote communities are available, but that these are often quite expensive to implement. Most of the innovative technologies are being developed in universities with adequate resources, rather than by institutions which experience resource constraints.
- o. Student and community support initiatives are being considered by the TVET Task Team, based on work that had already been done for government. It might be useful to expand their project to

include community colleges. It could be useful to identify the implications for capacity requirements and funding in the future. Prof. Aitchison would be asked to draft a document in this regard.

5. Actions, Work Plan and timeframes for next phase of work

- 5.1**
- a. **It was agreed** that the introductory chapters – the rationale, context and vision – should be re-drafted to be as short and succinct as possible.
 - b. **It was agreed** that the content of Chapter 4, including the principles, should be consolidated and aligned to the principles listed in other parts of the document. Inputs from other processes initiated by the DHET should also be incorporated.
 - c. **It was agreed that** the Secretariat would commission an institutional mapping exercise based on GIS data to understand the extent of available learning centres throughout the country.
 - d. **The Chairperson agreed** to continue developing a think piece on the kind of programmes that should be offered by community colleges for discussion at the next CET TT meeting.
 - e. **Mr Diale agreed** to draft a review of the section on partnerships and coordination.
 - f. **Prof. Aitchison would be requested** to draft a document detailing the student and community support initiatives that would be required.
 - g. It was noted that each branch needs to have a service delivery framework in place, as part of their compliance requirements. **All members of the Task Team were requested** to read and comment on the Service Delivery Framework for Community Colleges, which had been drafted by Dr Mahlobo. The Monitoring and Evaluation Document would also be provided once available.

6. Closure

- 6.1** The meeting was closed at 15:15.

The next meeting date of the Task Team will be communicated in due course by the Secretariat. It was proposed that a meeting should be arranged on 30 August, and that the agenda should focus on programmes to be offered by community colleges.