



higher education
& training

Department:
Higher Education and Training
REPUBLIC OF SOUTH AFRICA

FIRST DRAFT OF THE FINAL VERSION:

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

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1. ACRONYMS

ACRONYM	MEANING
AET	Adult Education and Training
CET Act	Continuing Education and Training Act
CET Colleges	Community Education and Training Colleges
CETMIS	CET Management Information System
CLC	Community Learning Centre
COE	Compensation of employees
COS	Conditions of Service
DHET	Department of Higher Education and Training
ETDP	Education Training and Development Practices
FTE	Full Time Equivalent
HOD	Head of Department (Programme Manager in a CET)
HET	Higher Education and Training
HRD	Human Resources Development
MTEF	Medium Term Expenditure Framework
NASCA	National Senior Certificate for Adults
NGO	Non- Governmental Organisations
NQF	National Qualifications Framework
PALC	Public Adult Learning Centre
PED	Provincial Education Department
PPN	Post Provisioning Norms used interchangeably with Staffing Norms
RPL	Recognition of Prior Learning

SAQA	South African Qualifications Authority
SETA	Sector Education and Training Authority
TVET	Technical and Vocational Education and Training
US	Unit Standard
VCET	Vocational and Continuing Education and Training

2. GLOSSARY OF TERMS

TERM	MEANING
ACADEMIC STAFF	Staff who offer and/or facilitate classes for the students enrolled in a College. Used interchangeably with the terms Lecturer, Core Staff and Professional Staff
ACADEMIC YEAR	A College period that begins on 1 January and ends on 31 December of each year
COLLEGE	A public college that is established or declared as a Community Education and Training (CET) college
COMMUNITY LEARNING CENTRE/CAMPUS	Has an enrolment of 2500 FTE students, reviewed every three years.
CONTINUING EDUCATION AND TRAINING	All learning and training programmes leading to qualifications or part qualification at levels 1 to 4 of the NQF framework contemplated in the NQF Act, 67 of 2008 provided for in the college in terms of the Principal Act.
DEPARTMENT	Department of Higher Education and Training
FINANCIAL YEAR	A period that commences on 1 April and ends on 31 March of the following year
FULL TIME EQUIVALENT	The total number of students counted in terms of the number of learning areas or subjects that sum up to full qualifications (i.e. 120 US credits for a GETC or 5 subjects' combinations for Senior Certificate) for the full duration of the academic year.
INSTITUTIONAL LANDSCAPE FOR CET COLLEGES	The distribution model for institutional mapping of learning sites administered and managed by a college for the purpose of ensuring access to a learning institution
LECTURER	Any person who teaches or trains other persons or provides professional educational services at any college, and who is

	appointed in a post on any lecturer establishment under the Principal Act.
MANAGEMENT STAFF	The principal and the vice principals of a public college”
MODEL	Refers to the Post Provisioning Norms Model
SATELLITE CENTRE/SATELLITE CAMPUS	Is an extension of a CLC with student enrolment of 250 FTE students enrolled
STAFF	All persons employed at a CET college
STUDENT	Any person registered as a student at a CET college
SUPPORT STAFF	Staff who render generic and shared support services in a College for example Human Resources
VERIFICATION	A process whereby the student enrolment is audited (through head count and otherwise) and verified as per FTE enrolments

3. LEGISLATIVE FRAMEWORK

- Basic Conditions of Employment Act, 75 of 1997 (As Amended)
- Continuing Education and Training Colleges, 16 of 2006 (As Amended)
- Labour Relations Act, 95 of 1995 (As Amended)
- Public Service Act, 103 of 1994 (As Amended)

4. PREAMBLE

4.1 The Community Education and Training (CET) as a subsystem of the Post School Education and Training (PSET) system in its current form requires that a balance be reached amongst the following competing immediate priorities and hence the staffing norms proposal derives its recommendations from four key elements namely;

- 4.1.1 the *stabilisation* of the subsystem – post migration to the DHET
- 4.1.2 the *growth and sustainability* of human resources within the subsystem to cope with a competitive post schooling sector
- 4.1.3 the *streamlining* of the current available human resources to ensure teaching and learning continues, improves and is not compromised in any way.
- 4.1.4 to sector gradually transforms through a diversified programme provision that *respond* to local community needs

4.2 The proposal also identifies the following core elements as the main drivers of the Staffing Norms Model for the CET Sector.

- 4.2.1 Equitable CET College budget allocation and distribution
- 4.2.2 Approved Programme Offerings
- 4.2.3 Verified Full Time Equivalent (FTE) student and participants enrolments
- 4.2.4 CET College MTEF Post Establishment

5. INTRODUCTION AND BACKGROUND

5.1. Presidential Minute No. 690 of 2009 abolished the Department of Education and the Department of Higher Education and Training and the Department of Basic Education were created.

5.2 Following this re-organisation of government, Proclamation No. 44 of 2009, published in Government Gazette. No. 32367 of 1 July 2009 transferred the administration of the Adult Basic Education and Training Act, 2000 (Act No. 52 of 2000), and the Further Education and Training Colleges Act, 2006 (Act No. 16 of 2006), to the Minister of Higher Education and Training.

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

5.4 The Further Education and Training (FET) Colleges Amendment Act, 2013 proposed a repeal of the Adult Education and Training (AET) Act 52 of 2000.

5.5 The Department of Higher Education and Training published a Whiter Paper for Post School Education and Training System. The White Paper states that Public Adult Learning Centres (PALC's) are to be absorbed into a category of institutions named Community Colleges, which cater for the provision of second-chance learning opportunities for out-of-school youth and adults.

5.6 The Continuing Education and Training (CET) Act, 16 of 2006 established the CET College as another institutional type within the Post School Education and Training (PSET) system. In April 2014 the Minister of Higher Education and Training established the first nine (9) CETCs as Administrative and Management Centres for the 3276 former Public Adult Learning Centres (PALCs). These nine Colleges are juristic entities in terms of the CET Act, 2000, and the National Policy on Community Colleges provides a framework for the establishment of Community Colleges

5.7 The proposed post provisioning norms for the Community Education and Training Colleges (CETC's) is a first step towards the standardization of the inherited diverse staffing models.

5.8 Section 20(1)(a) of the CET Act as Amended : reads *“The staff of public colleges consist of persons appointed by the Minister in terms of the Public Service Act in posts established on the organizational structure of the Department and identified as posts to the respective colleges”*

5.9 The Staffing Norms advocate the objectives of the White Paper in Post School Education and has the variables over a medium to long term as follows:

5.9.1 Access, flexibility, differentiation and expansion: CET Colleges are arguably operating at different times and levels. The post provisioning norms takes into consideration the instructional times, the diversified learning programmes, curriculum delivery models and the phasing in of the expansion of the Community College sector all of which have impact on the post distribution per college.

5.9.2 Programme Offering: Community Colleges offer qualifications or part-qualifications that are registered on Levels 1 to 6 of the National Qualifications Framework (NQF). 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. 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.

5.9.3 Funding and distribution variables: The current funding norms for CET is **budget driven**. No CET programme costing exercise has been undertaken in the past, to accurately determine the actual costs for each programme offering. The assumption in this proposal is therefore that there is no programme costing currently in place for the CET Sector until the final funding norms for the CET are developed and approved.

5.9.4 Nature of operation: CET Colleges are very flexible in their nature and their role is to respond to immediate local community education, training and development needs through either a formal qualification, short (vocational) skill or lifelong learning programme in a very relevant way. The protocols on the implementation of the staffing norms will detail the technical implications that pertains to the nature of operations for the CET College Sector.

6. POLICY STATEMENT

6.1 The staff of a public college consists of persons appointed by the Minister in terms of the Public Service Act in posts established on the organisational structure of the Department and identified as posts to the respective colleges.

6.2 The staff are remunerated from the funds allocated to the respective colleges in accordance with budget allocations of CET Colleges as per the verified FTE enrolments.

6.3 From the total allocation for the CET branch, 75% shall be capped for the compensation of employees' budget. 80% of the CoE is allocated for professional services and 20% for Support Services. The remaining 25% goes to Goods and Services

6.4 The branch allocation? %, Regions Allocation? % and CET Colleges? %

7. INSTITUTIONAL MODEL

7.1 A Community Education and Training College shall have a Community Learning Centre and or a Community Learning Satellite as delivery sites.

7.2 A CLC shall have a size of 2500 FTE enrolled and the Satellite Learning Centre shall have 250 FTE enrolled students

7.3 CLASS SIZE NORMS PER SUBJECT

7.3.1 The student enrolment for the sub levels programmes shall not be less than 30.

7.3.2 Student enrolment for NQF level 1 – 4(6) shall not be less than 35

8. CET STAFFING NORMS MODEL

8.1 The following proposed principles and procedure to determine the post allocation to each college are partly based on recommendations from earlier investigations into the needs of the CET sector and partly on investigations undertaken by the Post Provisioning Task Team. Although the proposed provisioning of posts is based on needs in this regard, the overall determining factor that allows the provisioning of posts remains on the availability of funds.

8.2 A distinction is made between academic or lecturing staff posts and support staff posts. Academic staff includes lecturers, senior lecturers and HoDs. These academic staff posts are not only for staff involved in actual lecturing, but also includes other related duties such as ETD management and support, satellite supervisory lecturing and quality assurance for which professionally qualified staff is required. Support staff includes all other posts in the management and support services. Academic staff posts are ranked in terms of post levels while support staff posts are ranked in terms of salary levels.

8.2.1 Fund Allocation and Utilisation

- 8.2.1.1 The total fund allocation for CET colleges' staff expenditure is divided into funds for academic (lecturing) staff (80%) and funds for support staff (20%).
- 8.2.1.2 The average cost of academic staff per post level for the relevant year is determined by means of PERSAL information. In terms of the post level ratio norms refer to in the next paragraph, an overall average cost of academic personnel is calculated. By dividing this average cost into the total available funds for academic staff, the total number of academic posts that can be created is determined.
- 8.2.1.3 Academic posts are divided into post levels 1, 2 and 3 posts based on the recommended ratios of PL1:PL2 = 1:0, 26 and PL2:PL3 = 1:0, 22. This means that 76% of all academic posts are on post level 1, 20% on post level 2 and 4% on post level 3.
- 8.2.1.4 The total pool of academic posts is divided among the 9 colleges in accordance with the distribution formula set out in paragraph **8.2.1.3**
- 8.2.1.5 The allocation of support staff posts to colleges is based on the principle that each college and CLC requires a core minimum post structure for the delivery

of core functions, irrespective of size, plus further posts that are proportional to the size of colleges.

8.3 Lecturing Staff: Principles and Procedures

8.3.1 As far as lecturing staff is concerned, it is proposed that a distribution model be implemented. This means that in terms of certain determining factors, such as actual post provisioning needs and available funds, a total number of posts is created and then distributed among colleges in accordance with their relative needs. Norms and procedures to determine the relative post provisioning needs of a college are as follows:

8.3.1.2 The number of FTE students enrolled for each programme is determined and weighted in terms of relative class size weightings.

8.3.1.3 Compensation is provided for varying distances that staff members need to travel to and between CLCs, which directly relates to the geographical size of a province. Such compensation is made by means of fictitious additional weighted FTE students.

8.3.1.4 For each college a weighted FTE enrolment is determined, after which the total weighted FTE enrolment of all colleges is determined. Each college's weighted FTE enrolment expressed as a fraction of the total weighted FTE enrolment of all colleges then determines its share of the total pool of posts.

8.3.1.5 Maximum Class Sizes and their weightings

Programme	Maximum Class Size	Relative weighting of FTE Students
Sub-levels 1 - 3	30	1,17
NQF level 1-4(6)	35	1
Learning Disabilities	20	?

8.4 Compensation for Varying Sizes of Provinces' Geographical Areas

Distances that lecturers and officials need to travel to and between CLCs of a college has a direct impact on their work load and working hours. The larger the geographical area of a province the longer distances need to be travelled and the more time it takes for these staff members to cover these distances. Some degree of compensation needs to be provided by means of more favourable post provisioning. The compensation that needs to be provided is directly related to the geographical size of the province. This can be done by increasing the weighted FTE student enrolment of a college by adding a fictitious number of weighted FTE students that is directly related to its geographical size. An

additional 2 FTE students per 500km² seems to be a suitable level of compensation. The provinces have the following geographical sizes and proposed additional weighted FTEs:

Province	Geographical Area	Additional FTE Students
Eastern Cape	168966 km ²	338
Free State	129825 km ²	260
Gauteng	16548 km ²	33
KwaZulu-Natal	94361 km ²	189
Limpopo	125755 km ²	252
Mpumalanga	76495 km ²	153
Northern Cape	372889 km ²	746
North West	106512 km ²	213
Western Cape	129462 km ²	259

8.5 Distribution of Posts

In terms of the norms and procedures set out in the previous paragraphs, a total weighted FTE student enrolment is determined for each college as well as the total weighted enrolment of all colleges. After a total pool of lecturing staff posts for all colleges has been determined, these posts are then allocated to colleges as follows:

Post allocation to College A = (Total weighted FTE enrolment of College A) divided by (Total weighted enrolment of all colleges) multiplied by (the number of posts in the Total pool of posts).

Academic posts are then divided into post levels 1, 2 and 3 posts as follows:

- 4% of these posts are on post level 3;
- 20% of these posts are on post level 2; and
- The remainder of the posts are on post level 1.

8.6 Support Staff

8.6.1 Each college and each CLC requires a basic support structure for the management and administration of the College and CLC irrespective of size. See the proposed college structure in **Annexure A**.

8.7 Allocation of Support Staff Posts

8.7.1.2.1 A basic post structure is determined for the smallest viable college and CLC that would enable them to perform their functions effectively as set out in the previous paragraph and each college is allocated the posts to create such core structures.

8.7.1.2.2 The remainder of the available funds for support staff posts is then utilised to create baskets of posts and these baskets of posts are then distributed among colleges proportionate to their sizes or total number of weighted FTE students. A basket of posts consists of posts for the performance of functions that are directly affected by the number of students in a college. A basket of 10 posts is composed as follows:

- Salary level 2 (General assistants): 2 posts
- Salary levels 5 to 7 (Administrative staff): 5 posts
- Salary level 9: 2 posts
- Salary level 10: 1 post

8.7.1.2.3 Each college therefore receives the basic structure of support staff posts as set out in paragraph **8.7.1.2.2** plus a proportional number of post baskets in accordance with their total number of weighted FTE students.

9. CONCLUSION

A legitimate National Consultation Forum for the CET must be established.

ANNEXURE A

A PROPOSED CET COLLEGE STRUCTURE

Job title	Nature of Appointment	Number of Hours	Salary/Post level –As per Job Evaluation	Number of Posts
Principal	Permanent	8	13	1
PA to the Principal	Permanent	8	7	1
Internal Audit	Permanent	8		1
CETMIS	Permanent	8		1
Admin Support –CETMIS officers	Permanent	8		Per CLC
QMS/OHS	Permanent	8		1
Deputy Principal – Academic Services	Permanent	8		1
ASD-Quality Assurance Services	Permanent	8		1
Community & Student Support Services	Permanent	8		1
Community & Student Support Officers	Permanent	8		Per CLC
Admin Support	Permanent	8	5-7	1
Deputy Principal -Corporate Services	Permanent	8		1
ASD- HRM & D	Permanent	8		1
ASD-ICT	Permanent	8		1
ASD –LR	Permanent	8		1
Admin Assistant- HR	Permanent	8		1
Admin Support – CET College Marketing	Permanent	8		
Deputy Director – Finance				
ASD – Finance	Permanent	8		
ASD – SCM	Permanent	8		
ASD- Fleet & Assets	Permanent	8		
Admin Support	Permanent	8		
ADMIN SUPPORT				
Receptionist/ secretary	Permanent	8	5 to 6	Per CLC
General Assistants	Permanent	8	2	2
Driver/Messenger	Permanent	8	2	2

COMMUNITY LEARNING CENTRE

Job title	Nature of Appointment	Hours	Salary/ Post level-As per JE	Number of posts
Centre Manager	Permanent	8		
ETD Manager (SL3)	Permanent	8		
ETD Support (SL2)	Permanent	8		
Satellite Supervisory Lecturer (SL2)	Permanent	8		
Lecturer (SL1)	Permanent	8		
Community & Student Support Officers	Permanent	8		
CETMIS – Support	Permanent	8		
QA Support Services	Permanent	8		
Administrative Assistants (ETD Support)	Permanent	8		
Administrative Assistant (Institutional Support)	Permanent	8		
General Assistants	Permanent	8		
TOTAL STAFF				