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DEPARTMENT OF HIGHER EDUCATION AND TRAINING

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SECTION 41 B OF THE CONTINUING EDUCATION AND TRAINING ACT, 2006 (ACT NO.16 OF 2006)

THE NATIONAL POLICY FOR THE MONITORING AND EVALUATION OF COMMUNITY EDUCATION AND TRAINING COLLEGES

I, Bonginkosi Emmanuel Nzimande, Minister of Higher Education and Training, in terms of the Continuing Education and Training Act, 2006 (Act No.16 of 2006), hereby publish the National Policy for the Monitoring and Evaluation of Community Education and Training (CET) Colleges.

The Policy aims to provide standards to monitor, measure and evaluate the effectiveness, efficiency and the impact of the Department's CET programmes for adults and out-of-school youth.

Copies of the policy are available on the website of the Department at **www.dhet.gov.za**. Hard copies may also be collected at the Department of Higher Education and Training, 123 Francis Baard Street, Pretoria.

Dr BE Nzimande, MP
Minister of Higher Education and Training

Date: 28/09/2016

NATIONAL POLICY FOR THE MONITORING AND EVALUATION OF COMMUNITY EDUCATION AND TRAINING COLLEGES

National policy for the monitoring and evaluation of community education and training colleges

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1. Abbreviations and acronyms

AET:	Adult Education and Training
ABET:	Adult Basic Education and Training
AGSA:	Auditor-General of South Africa
CBO:	Community Based Organisation
CDW:	Community Development Workers
CET:	Community Education and Training
CET Act:	Continuing Education and Training Act, 2006
CETC:	Community Education and Training College, hereafter referred to as CET College
CETMIS:	Community Education and Training Management Information System
CGB:	Centre Governing Body
CHW:	Community Health Workers programme
CLC:	Community Learning Centre
CPD:	Continuous Professional Development
CWP:	Community Works Programme
Department:	Department of Higher of Higher Education and Training
EPWP:	Expanded Public Works Programme
FBO:	Faith-based organisation
FPPI:	Framework for Programme Performance Information
GETC:	General Education and Training Certificate
HOD:	Head of Department
LTSM:	Learning and Teaching Support Materials
M&E:	Monitoring and Evaluation
MoA:	Memorandum of Agreement
MTSF:	Medium Term Strategic Framework
NDP:	National Development Plan: Vision 2030
NEET:	Not in education, employment or training
NGO:	Non-governmental Organisation
NC(V):	National Certificate (Vocational)
NSC:	National Senior Certificate
PALCs:	Public Adult Learning Centres
PERSAL:	Personnel Salary system
PFMA:	Public Finance Management Act
PFGWME:	Policy Framework for Government-wide Monitoring and Evaluation
SC:	Senior Certificate
PQM:	Programmes and Qualification Mix
SETAs:	Sector Education and Training Authorities
SITA	State Information Technology Agency
SRC:	Student Representative Council
NQF:	National Qualifications Framework
SGB:	School Governing Body
TVET:	Technical and Vocational Education and Training

UN: United Nations
UNESCO: United Nations Education, Scientific and Cultural Organisation
WP-PSET: White Paper for Post-School Education and Training, 2013

2. Background and context

a) The National Policy on Community Colleges published in Government Gazette Notice No. 38924 of 3 July 2015 advances an argument that education is an essential component of reconstruction, development and transformation of the South African society. The observation made in the policy cited above is that it has become accepted worldwide that all individuals require a sound education in order to participate effectively in increasingly complex social and economic environments. The skills in the 21st century are becoming increasingly complex given the pervasive use of information technology and the pace of scientific and technological advancement.

b) The policy further avers that 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.

c) The provision of 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.

d) The state currently provides community education and training through some of the 3 276 Community Learning Centres (CLCs), which are by and large the erstwhile public adult learning centres (PALCs), which mostly operate on a part-time basis due to their dependence on the public schooling infrastructure.

e) There are also private colleges and non-governmental organizations (NGOs), community based organisations (CBO), the non-profit organisations (NPO) and faith-based organisations (FBO) which offer a diverse range of community education and training (CET) programmes, which may include formal provision towards the Adult Basic Education and Training (ABET) General Education and Training Certificate (GETC) at National Qualifications Framework (NQF) level 1.

f) Through the investigation conducted by the Ministerial Task Team on Community Education, it became evident that the current Adult Education and Training (AET) qualification has not been able to contribute meaningfully and significantly to realising the right to adult basic education. The various existing institutions have not been able to address this target group due to poor articulation. There is limited diversity of programmes, inadequate second chance opportunities and minimal support for non-formal education.

g) Gender, class, race, disability, geography, age and other inequalities persist with regards to access to educational opportunities in the adult education and training system. Access and success in the AET qualification is low and its quality is in doubt. More concerning is the

lack of impact of the programmes with regard to issues around skills development, poverty alleviation and unemployment.

h) The current AET provision indicates that very few adults acquire the full General Education and Training Certificate (GETC), most collect only a few learning area certificates. This means that there is limited progression to further learning.

i) The system of provision is not accessible to all learners as tuition is accorded limited hours. This is partly the result of several policy interventions and plans that have been under-resourced and sporadically initiated. In many instances, the centres have little or no clear institutional identity or capacity. The PALCs (now called the CLCs) do not have full – time staff and are in the main staffed through fixed-term contracts. The CLCs operate in the evenings with the exception of those that have dedicated infrastructure and this situation does not afford adequate opportunity for effective tuition.

j) The former AET programme concentrated more attention to formal qualifications, which posed a problem to many learners who may not necessarily want a qualification. The establishment of new CET college system is meant to combat this singularly academic approach to the development of out-of-school youth and adults.

k) There are too few flexible pathways and rigidity in offerings (part or full-time) for out-of-compulsory school-going age youth and adults. There is insufficient focus on quality in the GETC qualifications, NQF level 4 qualifications.

l) Out-of-compulsory school-going age youth and adults also experience a number of interrelated barriers to participation including psychological, situational and structural barriers. Most of these are directly related to the material conditions of the youth and adults.

m) To find a lasting solution to these challenges, the Minister established a Task Team to conceptualize a workable institutional model for community education and training that is distinct in its ethos and mission, provides a diversity of programmes, its qualifications or part qualifications articulate with qualifications of existing institutions, is oriented towards provision for communities and ensures lifelong learning opportunities. The introduction and development of the new institutional type is meant to play a pivotal role in contributing to improved levels of educational attainment among youth and adults.

n) 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 (NEET).

o) The 2015 General Household Survey report published in June 2016 shows that there are 18.8 million South Africans who are 20 years of age and older, who can benefit from the expansion and quality provision of CET programme. The permutations of the figure of 18.857 million are disaggregated below:

i) **1.711** million (9%) have no formal school education at all
ii) **3.478** million (18.4%) have some primary schooling
iii) **1.6** million (8.4%) have completed primary schooling
iv) **12.079** million (64%) who have some secondary education but did attain a Grade 12 equivalent qualification such as the Senior Certificate (SC), National Senior Certificate (NSC) or National Certificate (Vocational) (NC (V), qualifications at Level 4 of the NQF.

p) Another factor that compounds the education and training for the 18-million people is that the quality of provision is poor, as evidenced by **15.1%** of those who have some primary schooling and those who have completed primary schooling, as well as those who have some secondary schooling are still functionally illiterate. Understood in the parlance of the United Nation's Education, Scientific and Cultural Organisation (UNESCO) functional literacy refers to a way of preparing adults and out of school youth for a social, civic and economic role that goes beyond the limits of rudimentary literacy training consisting merely in the teaching of reading and writing.

q) As the department continues to rollout the concept of community education and training, it is imperative to monitor and evaluate the degree of success achieved by the new community colleges in addressing challenges of poor management of teaching and learning, poor quality of provision, lack of diversity of programme offering and poor focus on community development needs. This then is the background and context within which the development of the National Policy for the Monitoring and Evaluation of Community Education and Training Colleges is foregrounded.

3. Object of this policy

The object of this policy is to provide standards to monitor, measure and evaluate the impact and the quality of access to and success in the CET programmes by adults, and out-of-school youth.

4. Application

a) This policy applies to community colleges declared or established by the Minister in terms of the Continuing Education and Training Act, 2006 (Act No. 16 of 2006).

b) It also applies to private colleges that may be established by private individuals and are registered with the State as required in terms of Section 29 of the Constitution of the Republic of South Africa, 1996.

5. Rationale

The rationale for this policy stems from a number of pieces of legislation, policies, international commitments, as well the findings of the Auditor-General of South Africa (AGSA) on the state of the erstwhile adult education and training nationally and provincially. Each of the directives is outlined below.

5.1 Decision-making and accountability for the use of public funds

a) Providing a rationale for Programme Performance Monitoring and Evaluation, the *Framework for Managing Programme Performance Information (FMPPI), 2007* argues that*:*

> *Section 92 of the Constitution states that "members of the Cabinet are accountable collectively and individually to Parliament for the exercise of their powers and the performance of their functions" and that they must "provide Parliament with full and regular reports concerning matters under their control".*

b) In the framework the National Treasury further argues that while "*The implementation of the Public Finance Management Act (PFMA) (1999……and the Public Service Act (1994 as amended) has enhanced control over public expenditure and empowered public sector managers…* one of the persisting challenges is the degree to which "*the public sector uses resources in a more efficient way. Further policy initiatives and legal requirements have been introduced to achieve this, including the integration of performance concepts from the Estimates of National Expenditure (ENE) and other budget documents.*

c) According to the National Treasury, the Cabinet has put plans in place for a monitoring and evaluation system for government, which is guided by the *Presidency's Policy Framework for Government-wide Monitoring and Evaluation* (PFGWME). The PFGWME seeks to enhance these systems by describing them and explaining how they relate to each other. The system has three components:

- Programme performance information
- Social, economic and demographic statistics
- Evaluations.

d) This policy therefore seeks to enable the Department to account to the Minister and Parliament on how effectively and efficiently resources allocated to Programme 6: Community Education and Training have been deployed.

5.2 Legislation

a) In terms of section 29(1) (a) of the Constitution of the Republic of South Africa (Act No. 108 of 1996) (hereafter referred to as the Constitution) everyone has the right to basic education, including adult basic education. In the CET system context, this refers to the provision to the adults and youth basic and functional numeracy and literacy programmes.

b) The Continuing Education and Training Act (Act No. 16 of 2006) (herein referred to as the Act), provides that, subject to the norms and standards set by the Minister, the Director-General must promote the quality of provision of continuing education and training of which community education and training is part.

c) The Director-General must also assess and report on the quality of education and training provided in CET colleges. Section 41G of the Act provides that the Minister shall direct that the standards of education and training provision, delivery and performance shall be monitored and evaluated by the Department annually or at any other specified interval with the object of assessing progress made towards complying with the provisions of the Constitution, as well as the continuing education and training policies, particularly as determined in section 41B of the Act.

5.3 National policies

a) According to the White Paper for Post-School Education and Training (WP-PSET), CET colleges will have to link directly with the work of public programmes to provide appropriate skills and knowledge. These programmes include the Expanded Public Works Programme (EPWP), Community Works Programmes (CWPs), the state's infrastructure development programme, as well as economic and social development initiatives such as the Community Development Workers (CDW) and Community Health Workers (CHW) programmes.

b) Such programmes can provide work-integrated learning opportunities while the colleges provide classroom and workshop-based learning. There is an important role for Sector Education Training Authorities (SETAs) in facilitating such partnerships. The integration of government developmental projects in Community Colleges needs to be monitored and evaluated to determine impact and the efficiency of the integration of government development projects with community needs.

c) The WP-PSET, read with the Medium Term Strategic Framework (MTSF) and the National Development Plan (NDP): Vision 2030 expects the CET college system to expand access to 1million students by 2030 while simultaneously improving quality.

d) The White Paper also argues that of importance are partnerships with structures responsible for promoting small- medium- and micro- enterprises and cooperative development,

including in the Department of Trade and Industry and the Construction Industry Development Board.

e) The policy on CET colleges enjoins every college to submit reports with information that is required by the Director-General at the intervals determined by the Director-General. The information to be submitted by a CET college must comply with the information and data standards of the Department as contained in the *Higher Education and Training Information Policy, 2013*.

5.4 International commitments

The Republic of South Africa is one of the member states of the United Nations (UN) organization, and *ipso facto,* the UNESCO. Member states are expected to submit country reports to UNESCO to report on progress made on the provision of education and training. Among other elements monitored by UNESCO with respect to adult education is an essential element of the right to education and is fundamental "for the achievement of equity and inclusion, for alleviating poverty and for building equitable, tolerant, sustainable and knowledge-based societies", as well as commitments made by Member States in the areas of policy, governance, financing, quality, participation, and adult literacy. This policy is therefore also meant to deal with the country's responsibility in terms of reporting on its international commitments.

5.5 Requirements of the Auditor-General of South Africa

a) In terms of the AGSA's management report on the Departments of Education in preparation for the release of the Education Sector report published in 2014, the AGSA found that the Department did not have an approved monitoring and evaluation policy. This contributed to the Department's inability to monitor and evaluate the performance of the erstwhile AET programme at national and provincial level. The AGSA concluded that the Department was not able to take timely action when there was poor performance of the AET programme.

b) Unqualified educators were teaching the Adult Education and Training programme in provinces. The department did not have a strategy to deal with this and there were no measures to track, monitor, correct and report on the extent of qualified educators.

c) Because of a lack of monitoring, the Department was not aware as to how many centre governing boards existed, the challenges they faced and what corrective action to take. Various Adult Education and Training centres in the other provinces (except in Gauteng and Western Cape) did not have properly or legally constituted governance structures.

d) Relations between the School Governing Bodies (SGBs), principals and Adult Education and Training officials were poor at some centres. Service level agreements were not signed

between SGBs and centres in many provinces. Challenges with regard to facilities, security and resources existed at Adult Education and Training centres across all provinces.

e) The Department did not monitor the registration of private AET centres by provincial education departments. As a result, the department was not able to provide assurance on compliance with requirements or take corrective action where needed. In addition, provincial education departments did not report on the registration of private centres to the Adult Education and Training unit at the national department.

6. Legal and policy context

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

a) *Continuing Education and Training Act, 2006*
b) *Regulations on the Assessment Process and Procedures for Adult Education and Training(AET) at NQF Level 1*
c) *Public Finance Management Act, 1999*
d) *White Paper for Post-School Education and Training*
e) *National Policy on Community Education and Training Colleges*
f) *National Qualifications Framework Act, 2008*
g) *Policy Framework for Government-wide Monitoring and Evaluation*
h) *Medium Term Strategic Framework*
i) *National Development Plan: Vision 2030*

7. Definition of monitoring and evaluation in this policy

a) The PFGWME gives a precise description of what monitoring and evaluation entails. The PFGWME states that *"monitoring involves collecting, analysing, and reporting data on inputs, activities, outputs, outcomes and impacts as well as external factors, in a way that supports effective management. The PFGWME further maintains that "monitoring aims to provide managers, decision makers and other stakeholders with regular feedback on progress in implementation and results and early indicators of problems that need to be corrected"*. In this sense, monitoring and evaluation have formative and summative significance for the system.

b) On the other hand, the PFGWME describes evaluation as a *"time-bound and periodic exercise that seeks to provide credible and useful information to answer specific questions to guide decision-making by staff, managers and policy-makers. Evaluation may assess relevance, efficiency, effectiveness, impact and sustainability. Impact evaluations examine whether underlying theories and assumptions were valid, what worked, what did not and why. Evaluation can also be used to extract crosscutting lessons*

from operating unit experiences and determining the need for modifications to strategic results frameworks".

c)   In describing the economy indicators, the PFGWME maintains *that such indicators explore whether specific inputs are acquired at the lowest cost and at the right time; and whether the method of producing the requisite outputs is economical. Economy indicators only have meaning in a relative sense. To evaluate whether an institution is acting economically, its economy indicators need to be compared to similar measures in other state institutions or in the private sector, either in South Africa or abroad. Such indicators can also be compared over time, but then prices must be adjusted for inflation.*

d)   In the same vein, in describing efficiency indicators, the PFGWME states that such indicators *explore how productively inputs are translated into outputs. An efficient operation maximises the level of output for a given set of inputs, or it minimises the inputs required to produce a given level of output. Efficiency indicators are usually measured by an input: output ratio or an output: input ratio. These indicators also only have meaning in a relative sense. To evaluate whether an institution is efficient, its efficiency indicators need to be compared to similar indicators elsewhere or across time. An institution's efficiency can also be measured relative to predetermined efficiency targets.*

e)   On the other hand, effectiveness indicators are meant to *explore the extent to which the outputs of an institution achieve the desired outcomes. An effectiveness indicator assumes a model of how inputs and outputs relate to the achievement of an institution's strategic objectives and goals. Such a model also needs to account for other factors that may affect the achievement of the outcome. Changes in effectiveness indicators are only likely to take place over a period of years, so it is only necessary to evaluate the effectiveness of an institution every three to five years; or an institution may decide to evaluate the effectiveness of its different programmes on a rolling 3-5 year schedule.*

f)   It is in the context of the above PFGWME definitions that this policy must be understood and construed and is consistent with the object of this policy as briefly articulated in Section 3 above**.**

8. Focal areas for monitoring and evaluation

The policy focuses on the function clusters for monitoring and evaluation of the CET system, namely (a) education, training and development, (b) planning, institutional development and support, and(c) financial management capacity and systems.

8.1 Education, training and development

In respect to this programme cluster, monitoring and evaluation must pay particular attention on teaching and learning management, student enrolment, qualifications, programmes and curriculum offered, supply of teaching and learning support materials; lecturer development and support, student and community support.

8.1.1 Teaching and learning management

a) The core business of the college is teaching and learning. To efficiently execute this function, the CET college must ensure:
    i) the availability of all the requisite resources to deliver all aspects of the learning stipulated by the curriculum and the qualification;
    ii) Intensive and extensive engagement by lecturers with the written, taught and assessed curricula to be delivered;
    iii) Preparation of well-formulated and well-paced lessons;
    iv) Preparation of learning support materials that support the intended curriculum delivery approach;
    v) Sourcing of additional learning materials to support weaker students and extend more capable students;
    vi) Preparation and administration of high quality theoretical and practical assessment tasks for internal continuous assessments as required by the various curricula;
    vii) Scrupulous conduct of student performance evaluations, recording and reporting thereof; and
    viii) Undertake revision of units of learning to improve student performance where deficiencies and gaps are evident.

b) It is the responsibility of the CET college management to monitor the quality of curriculum delivery so that the fate of a student is not left to the devices of a lecturer. Conversely, the significance of monitoring curriculum delivery is to enable timeous identification of areas where a lecturer or students need support.

8.1.2 Student enrolment and admission

a) The NDP read with the WP-PSET projects a student enrolment figure of 1 million students in CET Colleges by 2030. The capacity of the system to accommodate this number and the capacity of the State to fund such growth need to be closely monitored by annually looking at the student participation and completion rates.

b) The college should have systems and procedures to deal with admissions (admission policy, admission/register/book, and evidence for placements), placing of all students, and total number of students for the year and an indication of number of students younger than 19 years of age.

c) Further, the student data need to indicate a comprehensive sociological profile of each student including, but not limited to, entry-level education attainment, age, gender, disability, geography and race.

8.1.3   Qualifications, programmes and curriculum

a)   The WP-PSET maintain that "*communities also have learning needs which are not catered for by the current public education and training institutions. These include areas such as: community health care; parenting and childcare; early childhood development; care for the aged; care for those with HIV/AIDS and other diseases; citizenship education; community organisation; making effective use of new consumer technologies for various purposes such as seeking information or marketing local products; skills for self-employment in a range of areas, from market gardening to small-scale manufacture, arts and crafts. The state has a responsibility to meet these needs to the best of its ability*". The pace at which and extent to which the CET college system is able to achieve this programme diversification needs to be monitored.

b)   Another focus for monitoring and evaluation is the choice of qualifications by the CET colleges. In the CET college system environment, the student and the community must determine the areas in which the College must train and develop them. Therefore, the Department needs to monitor the quality of programmes offered, their responsiveness and relevance as well as the flexibility of the college to offer training and development on demand. The Department must monitor the proportion of formal qualifications and part-qualifications vis-à-vis non-formal programmes and determine the rationale by the CET College for the PQM choice.

8.1.4   Supply, adequacy and quality of teaching and learning support materials

The availability of appropriate quality teaching and learning support material is one of the preconditions for student success in a CET college. The quantity and the quality of the LTSM procured by the College must be monitored. This also applies to the timing of the LTSM procurement and delivery to the CLCs. Such monitoring is critical for taking immediate remedial action to prevent a student from dropping out of the programme, which indirectly leads to wasteful expenditure. The quality of the LTSM shall be evaluated against the criteria set in the LTSM policy of the Department as well as the centrally-determined LTSM catalogue.

8.1.5   Lecturer demand, supply, quality, development and support

a)   One of the findings of the AGSA in 2014 is that unqualified educators were teaching the AET programme in provinces. The Department did not have a strategy to deal with the phenomenon of the appointment of unqualified teachers and there were no measures to track, monitor, correct and report on the extent of qualified educators. At the heart of this policy is to develop tools to monitor lecturer qualifications against the minimum requirements set for practising as a lecturer at a CET college. It must however be borne in mind that a community college will require diverse lecturers or trainers given that their mandate is to develop communities through formal and non-formal programmes. As such,

the issue of qualified or unqualified lecturers needs to be viewed in the context of the CET college programme requirements.

b) The monitoring also aims at determining the levels of lecturer competence per area of specialisation so that, through the Skills Levy, the lecturers concerned may be put through a Continuing Professional Development (CPD) programme to improve their expertise. To achieve this, the Department needs to analyse the PERSAL system data as well as college performance management and development system (PMDS) reports per lecturer.

8.1.6 Student performance

a) Student performance in each programme is one of the most significant indicators which inform the college and the Department whether the State is getting value for money on the investment made in the Programme: Community Education and Training.

Table: Student Completion Rates in the GETC

Year	No. registered	No. wrote	No. completed	Completion rate (%)
2011	107 780	39 856	13 924	34.9
2012	109 883	55 735	23 325	41.8
2013	109 518	52 501	19 945	38.0
2014	133 363	102 534	38 592	37.6

b) Although the table above shows that completion rates for the GETC over the past four academic years has increased, the student performance remains relatively poor.

c) It is the responsibility of the College management to set up a robust learner assessment regime which monitors the performance of lecturers and of the students. The lecturer and student performance per subject must be monitored through formative assessment tests written or via practical applications. The results must be subject to a Discriminant Analysis to determine whether the students' good or poor performance is attributed to the lecturers so that requisite support can be directed to both CPD programmes for lecturers and on-course academic/training support for students.

d) At the end of the duration of each programme, the results of summative assessments must be analysed to determine the throughput rates, the completion rates as well as the pass rates per subject. This data will serve as the means of accounting for the public resources invested in each college. The performance trends must be monitored over time to determine whether the system performance in general is improving, inconsistent or deteriorating.

8.1.7 Examinations and assessment

a) The Department, as the assessment body, has particular responsibilities with regard to assessment and examinations. The current GETC assessment and examinations happen primarily at provincial level. The Department is only responsible for the:

   i) development and management of policy, regulations and circulars on examinations;
   ii) development of examination time-tables;
   iii) appointment of examiners;
   iv) development of site-based assessment tasks and assessment guidelines;
   v) development, editing, translation and approval of question papers for printing;
   vi) examination monitoring;
   vii) participation in the standardisation and release of results; and
   viii) certification records for issuing of certificates by Umalusi.

b) Due to lack of human and financial resources, the Minister of Higher Education and Training entered into a Protocol with the MECs of Education of each province so that the Provincial Education Departments continue with the responsibilities for the printing and safekeeping of question papers, the distribution of stationery and question papers to CLCs, the appointment of invigilators, markers and the capturing of marks on the SITA system at Provincial level.

c) Therefore, in view of the above, it is critical that the Department continues to monitor the conduct, administration and management of national examinations and assessment so that the level of quality and services continue to improve.

8.1.8 Student and community support

a) An ideal CET college must be a confluence of community support services such as dealing with enquiries relating to student financial aid, applications for identity documents, applications for and training for driver's license, career development services, the use of internet facilities, access to TVET Colleges, universities and SETAs, access to different government services, etc. It is the expectation that a CET college must meet these community needs, in addition to training and development, which is its primary mandate.

b) The diversity of students to be served by CET colleges requires a great deal of support with regard to registration, admission and information about the nature of the services the college offers. Further support during the course of the training for each student to succeed cannot be emphasised. The college must have the capacity to manage students' transition into the college and out of the college at the end of a programme. It is important to understand and accept students' choices of destinations (what motivates a student to enrol

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for a particular programme), and provide advice, mentoring and support in line with students' and/or community preferences.

8.1.9 Strategic partnerships and linkages

a) According to the WP-PSET, community colleges will have to link directly with the work of public programmes to provide appropriate skills and knowledge. These programmes include the EPWP, CWP, state's infrastructure development programme, and economic and social development initiatives such as the CDW and CHW programmes. "Such programmes can provide work-integrated learning opportunities while the colleges provide classroom and workshop-based learning. There is an important role for SETAs in facilitating such partnerships".

b) The WP-PSET also assigns to the CET College the responsibility of facilitating "a cycle of lifelong learning in communities by enabling the development of skills (including literacy, numeracy and vocational skills) to enhance personal, social, family and employment experiences. They will also seek to assist community organisations and institutions, local government, individuals and local businesses to work together to develop their communities by building on existing knowledge and skills." The WP-PSET argues that the "focus on "community" implies that [CET colleges] are located within communities, and that they will contribute to local needs and local development, building social agency and social cohesion. Links to communities will take several forms, including building relationships with NGOs, CBOs, local government, and the local economy and labour markets".

c) It is important there must be clear rationale for each partnership. Therefore, the partnerships that the college forges are diversified to serve specific purposes. The policy position in the WP-PSET necessitates that, in the service of communities, the CET Colleges must forge partnerships with local government structures, inter-government departments, CBO, NPO, FBO, NGO, employers (in public and private sector) TVET colleges and universities as well as the levy institutions (entities). Each partnership must be reduced to writing in the form of a Memorandum of Agreement (MoA), which outlines the duration of the partnerships, each party's responsibilities, etc.

d) The Department's role is to monitor the implementation of MoAs and success of CET colleges to forge such partnerships and the extent to which the partnership actually advances the cause of community development.

8.2 Planning, institutional development and support

Constituting the areas of M&E focus are the functionality of (a) College Council, (b) Academic Board, (c) Student Representative Council (SRC), (d) other committees of council, (e) advocacy and community mobilisation, as well as (f) infrastructure development, acquisition and maintenance. Each focus area of governance functionality is outlined below.

8.2.1 Functionality of the council

a) The college council must develop the CET college strategic plan, annual performance plan as well as CET college statutes and mediate these policies to stakeholders, management, labour, SRC, community, as well as other strategic partners. The strategic plan for the college should be approved by the Minister. The establishment, composition, manner of election, term of office, functions and privileges of the student representative council of a public college should be determined by the council after consultation with the students of the college, subject to the policy determined by the Minister.

b) The Council has the responsibility to craft the vision and mission of a CET college and get it adopted as part of the Council resolution, which, in terms of participation, shall include all constituent memberships of the Council.

c) It is also the responsibility of the CET college council to develop financial and governance policies, which must guide the operations of the council committees. The paradigm of "community education and training" requires the CET college council to take leadership in forging strategic partnerships in order to meet the mission and vision of the college.

d) The CET college council must also develop the college advocacy, social mobilisation and communication strategy, which it must mediate to stakeholders. The council must also develop a policy to deal with unrest and any other grievances at the college. In order to improve the management of the CLCs, the council should engage with stakeholders in the rationalisation and reconfiguration thereof.

e) The council must consider and approve the calendar of events for the CET College such as monthly/quarterly meetings, international literacy celebration, council meetings, monitoring and support, internal and external examinations, marketing and career exhibitions, graduation events, communication, advocacy and social mobilisation.

8.2.2 Functionality of the academic board

a) The Department must monitor the functionality of the Academic Board of each CET college to determine whether it is efficiently executing the following functions as provided for in the Act, namely:

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i) Academic functions of the college and the promotion of participation of women and the disabled persons in the education, training and development programmes;
ii) Establishing internal academic monitoring and quality promotion mechanisms;
iii) Ensuring that the requirements of accreditation to provide learning against the standards and qualifications registered on the National Qualifications Framework; and
iv) Performing such other functions as may be delegated by the council.

b) Further, the Academic Board must (a) advise the council on the code of conduct and rules concerning students, (b) determine, after consultation with the principal, the conditions applicable to any scholarship and other academic prizes, (c) determine persons to whom scholarships may be awarded, (d) determine functions of its committees and procedures of meetings of its committees, as well as (e) taking note of any action taken by any of its committees in exercising their delegated authority or function.

c) The functions of the Academic Board form the basis of the criteria of monitoring and evaluating its functionality and the quality of its contribution to quality education, training and development in a college.

8.2.3 Functionality of the student representative council

a) The students of the college are represented by the SRC in all matters that may affect the students such as liaison with management, the general public, other colleges, student representative councils of other colleges, national or international student organisations, unions and news media.

b) The SRC is an umbrella organisation for all student committees, clubs, councils and societies, granting or withdrawing recognition of such student committees. It provides leadership in the coordination and supervision of the use of students' facilities and all matters pertaining thereto, in conjunction with management.

c) It is further responsible for convening and conducting of all authorised meetings of the student body and is the managing body in all general referenda and petitions organised by the students within the rules, the election of office-bearers and establishing committees as the SRC considers necessary. The organisation and promotion of extramural activities among students, keeping account of all moneys allocated to the SRC by the council and any other moneys which may accrue to the SRC in its capacity as representative of the students are some of the responsibilities of the SRC.

d) Other functions for which the SRC is responsible include allocating or disbursing such funds for use by students, making grants to approved student clubs, committees, societies and councils, preserving order at student functions, ensuring good coordination of student involvement in all community projects initiated by the SRC, all student publications, final decision making in all matters falling within the jurisdiction of the SRC.

e) It is against the background of these responsibilities that the functionality of the SRC needs to be monitored and evaluated to determine the extent to which it contributes to the culture of teaching and learning in a college.

8.2.4 Functionality of other committees of council

In order to effectively execute its oversight role, the CET college council must establish such other committees such as the Executive Committee, Audit and Risk Committee, Human Resource Committee, Finance Committee, as well as the Planning and Resource Committee. The terms of reference and procedures for meetings of these committees must be developed and approved by the CET college council. In the absence of any or all these committees, the functionality of the council is compromised.

8.2.5 Advocacy and community mobilisation

Critical to the success and impact of the CET College is its ability to reach out to communities to explain the services it renders, how it works, and how the members of the community can interact with it. The CET College must set in motion a community mobilisation campaign after having scanned the college's external and internal environment (urban, semi-urban, rural, semi-rural, staff capacity, time factor, etc.) The approach and means of community engagement must be clearly outlined in the CET college APP and the Strategic Plan, which must indicate the short-term, medium- and long- term goals for advocacy and community mobilisation.

8.2.6 Infrastructure development, acquisition and maintenance

a) In terms of section 8 of the repealed AET Act, the Provincial Head of Department (HOD) of Education was enjoined to provide facilities for use by the then PALCs to perform their functions. However, if no facilities were available to be used by the PALCs, the HOD is legally bound to request the governing body of public schools (SGB) to allow reasonable use of the facilities of the schools by the PALCs. After the request had been made, the HOD and the SGB had to enter into an agreement providing for among other things:

   i) the amount of time, and the time of day or night that the school facilities may be used by the PALC;
   ii) the manner in which resources and the costs had to be shared between the school and the PALC;
   iii) the responsible authority to be liable for payment of the costs;
   iv) the maintenance and improvement of the school facilities;
   v) access to school facilities by all interested persons
   vi) security of the facility; and
   vii) the relationship between the SGB and the public centre governing body (CGB).

b) Accordingly, in terms of the infrastructure utilisation by PALCs, the above status quo remained in place, except that where there was no CGB, the HoD entered into the agreement with the school's SGB on behalf of a PALC.

c) Even after the shifting of the AET function, the CLCs continue to use the public schooling system infrastructure. It is the responsibility of the Department to monitor the CET Colleges to ensure that CET College councils sustain the relations between the SGB and ensure that the agreement entered into with HoDs remain in force. Where no agreements are in place, it is the responsibility of the CET college council to ensure that such agreements are put in place.

d) Against the above background, to ensure that CET colleges progressively have their own infrastructure, the Department is to acquire existing infrastructure, renovate to suit the needs of the CET college system. However, should funding be available, new CET institutional infrastructure will be built in order to gradually give the sub-system its own institutional identity.

8.3 Financial management capacity and systems

a) In terms of section 38(i)(j) of the PFMA, before the Director-General transfers any funds to a CET College, he or she must obtain a written assurance from the CET college council that the CET College implements effective, efficient and transparent financial management and internal control systems. If such written assurance cannot be given, the Director-General must render the transfer of the funds subject to conditions and remedial measures requiring the college to establish and implement effective, efficient and transparent financial management.

b) Section 44(2) of the CET Act enjoins a CET college to prepare and submit to the Minister an annual report in respect of its performance as well as its deployment of its resources. The council of a public college must, in a manner determined by the Minister, keep records of all its proceedings, accounting records of all its assets, liabilities, income and expenses and any other financial transactions of the college as a whole including its substructures and other bodies operating under its auspices.

c) The annual report and the audited annual financial statements of the college must contain an overall report on management and governance, student performance on education and training programmes, audited annual statement of income, expenditure and a balance sheet indicating the institution's financial health. Therefore, both the annual report and the audited annual financial statements of a CET college are some of the instruments of monitoring and evaluating the CET system on a summative basis.

9   Monitoring and evaluation instruments for the CET college system

The following shall constitute data collection tools for the implementation of this policy:

a) Snap Surveys;
b) Annual Surveys;
c) Annual Reports;
d) Quarterly Reports;
e) Audited Annual Financial Statements;
f) Functionality Assessment Tools;
g) A Business Management Information System such as the Community Education and Training Management Information System (CETMIS); and
h) Any other instrument that may be necessary for the effective implementation of this policy.

10   Short title and commencement

This policy shall be called the National Policy for the Monitoring and Evaluation of Community Education and Training Colleges. The implementation of this policy shall take effect on the date of publication by notice in the Government Gazette.