



**SYNTHESIS REPORT OF THE TVET COLLEGES
TECHNICAL TASK TEAM**

**STRENGTHENING AND SUPPORTING TVET COLLEGES
FOR EXPANDED ACCESS AND INCREASED PROGRAMME
QUALITY**

15 August 2014

COPYRIGHT PAGE

Copyright 2009, Human Resource Development Council for South Africa. Commissioned on behalf of the Human Resource Development Council of South Africa.

All rights reserved. No part of this report may be used or reproduced by any means, graphic, electronic, or mechanical including photocopying, recording, taping or by any information storage retrieval system without the written permission by the publisher except in the case of brief quotations embodied in critical articles and reviews.

This brief report was compiled by **TVET Colleges Technical Task Team** for the HRDCSA Secretariat, as an input for the work of the HRDCSA Technical Working Group and Council. The assistance of advisory group and/or working group members is gratefully acknowledged.

TABLE OF CONTENTS

1. INTRODUCTION AND BACKGROUND	1
1.1 Background.....	1
1.2 Purpose of the Study.....	2
1.3 Conceptual and Theoretical Framework	2
1.4 The Developmental State Context	4
1.5 The Sustainable Livelihoods Approach	5
1.6 Research Methodology	6
2. PROFILE OF THE TVET COLLEGES SECTOR	7
2.1 Introduction	7
2.2 Legislation	7
2.2.1. Constitution of the Republic of South Africa	7
2.2.2. Green Paper	7
2.2.3. The White Paper	8
2.3 Profile of the TVET College Sector	8
2.4 Challenges Facing TVET Colleges	12
2.5 Current Initiatives in the TVET College Sector.....	13
3. STUDY FINDINGS: SUMMARY OF WORKSTREAM REPORTS	15
3.1. Introduction	15
3.2. TVET College Purpose	15
3.3. Pathways.....	16
3.4. Partnerships.....	19
3.5. Positive Learning Experiences	20
4. RECOMMENDATIONS	23
4.1 Introduction	23
4.2 TVET College Purpose	23
4.3 Institutional Effectiveness	26
4.4 Partnerships.....	28
5. CONCLUSION	34
6. A SUMMARY OF FINAL RECOMMENDATIONS, ACTIONS, TIMEFRAMES AND IMPLEMENTING AGENCIES	35
REFERENCES	39

EXECUTIVE SUMMARY

1. Introduction

This report was developed by the Human Resource Development Council of South Africa (HRDCSA)'s Technical Task Team (TTT) on Technical Vocational Education and Training (TVET) Colleges. The TVET Technical Task Team (TVET-TTT), formerly Further Education and Training (FET-TTT) was established by the HRDCSA through its Technical Working Group (TWG) in May 2011, to conduct study aimed at strengthening and supporting TVET colleges in order for the colleges to be able to expand access and enable quality programme provision.

The TVET-TTT commissioned a study which resulted in five main research papers: (i) purpose of the TVET colleges in South Africa, (ii) profile of the TVET colleges sector, (iii) partnerships, (iv) pathways, and (v) positive learning experience. This report is a synthesis of the five papers, which are appended.

2. Methodology

The main methodologies adopted in this study were secondary research and literature review on international best practice, which was complemented by broad consultations with TVET College TTT members, DHET staff, TVET practitioners, industry experts, stakeholders and policy-makers. Since project inception in October 2013, the research team met the TVET College TTT members at least once a month for project update meetings and review of preliminary findings. As part of the broad consultation, a round table of TVET experts was held in January 2014 which was attended by members of the academia, industry experts, stakeholders and policy-makers. The round table extensively reviewed drafts reports and the comments of which were incorporated in the development of the draft final report.

The draft final report was presented to the TWG on the 30th of January 2014, where it was also reviewed, mostly from a policy perspective. The next process included a presentation to the HRDCSA summit in March 2014, then a presentation to the TWG again before final presentation to the Council.

3. Main blockages and challenges

Policy makers, TVET experts and stakeholders agree that VTE plays a crucial role in the social and economic development of a nation. Furthermore, there is a general consensus in both the public and private sector that the TVET sector in particular and the South African

society confronted by several challenges, which include: negative perception TVET colleges by society- being viewed as the “weakest” in the total education system and consequently, lower parity of esteem; lack of clear mission and vision in articulating the role of TVET colleges within the national education and training system, resulting in them being treated as ‘all things to all possible learners’; chronic unemployment and underemployment (especially among the youth); rapid changes in the labour markets; an increased demand for more opportunities for education and training by young people and adults; and poor articulation of TVET to either labour market demands, higher education or contribution to socio-economic development.

The study found that historically, most TVET systems were built around the notions of industrialisation or economic development or productivist approaches. An analysis of the TVET system, especially in those countries where the systems are working, revealed that purposes of the TVET systems have been reformed in line with the phases of economic development. For example, an analysis of TVET in the developmental states¹ (or the Asian experience), revealed that success with vocational education is based on the notion that ‘each stage of socio-economic development requires a TVET approach that prepares the country for the next phase of its development’, secondly, demand-driven approaches to vocationalisation need to be developed relevant to the stage of economic development, the type of the economy and regional specificities.

The study also found that although the government has consistently urged for the forging of partnership and closer linkages between TVET colleges and employers, the overriding focus has tended to be on the breadth or number of partnerships from a statistical perspective, rather than the qualitative dimensions, modalities and outcomes of partnerships. This has meant that the intended outcomes such as creation of work-integrated learning placements, employment, curriculum and infrastructure development could not be achieved. Furthermore, the recent increase in student enrolment without corresponding increase in lecturer recruitment has led to deterioration in lecturer-student ratio from 1:20 in 2002 to a national average ratio of 1:55 in 2012. The challenge in colleges is compounded by the low skills level of lecturers, with the majority not having current industry knowledge.

4. Recommendations

The study recognises that the DHET has started a programme of addressing some of the challenges facing the sector identified that are also mentioned in this report through its FET

¹ Malaysia, Singapore, Korea, India and to a certain extent Germany.

Colleges Turnaround Strategy of 2012. Although the paper does mention these challenges, an attempt was made to craft this paper's recommendations in such a way that they complement, rather than repeat, the interventions contained in the Turnaround Strategy and also recommend other interventions that in combination with the ones in the Turnaround Strategy, would lead to a better functioning sector that will play its role in addressing the triple challenges facing South Africa.

In order to simultaneously expand access and ensure quality provision in TVET, the study argues that the TVET colleges sector should be progressively anchored on strong state intervention (a developmental state) with the programme offering linked to current and long term industry requirements and the country's forecasted economic development trajectory.

The study proposes three broad medium to long term recommendations, as follows:

- i. **Purpose:** Given the triple challenges of unemployment, inequality, and poverty on the one hand and on the other, the need for colleges to play a significant role in a broader developmental agenda beyond a rigidly narrow economic development approach, the purpose of the TVET colleges sector can be progressively broadened in line with the development trajectory of the country. It is proposed that:
 - The overall long-term focus for the sector should be modelled around the creation of opportunities for youth and adults to acquire skills, knowledge and values for lifelong learning.
 - The purpose should reflect TVET for economic and broader societal and developmental objectives (with the involvement of the Department of Trade and Industry, the Economic Development Department, the National Planning Commission, national business formations, national labour formations).
 - The programme offering should be differentiated, taking into consideration TVET for local economy (local businesses, provincial and local government, informal sector).
 - In the short to medium term, the main focus should be linking TVET to occupations and the acquisition of mid-level skills required by the South African economy.
 - There is a need for policy clarity from the DHET in particular and the government in general with specific reference to the government's stance on the TVET college purpose and partnerships with public and private sector organisations.

- ii. **TVET college institutional effectiveness:** the colleges need to be efficient and effective. It is proposed that beyond the current Turnaround Strategy, the government needs to consider the following:

Capacity building of College Management

The DHET should take a systematic approach that takes into account the long-term trajectory of TVET colleges in addressing the persisting challenges in the sector. A quality monitoring and evaluation framework needs to be established for national, provincial and institutional management structures. The DHET has the responsibility to provide leadership that empowers TVET colleges on the ground to be more responsive to their various local contexts.

The following is recommended:

- That the partnership between the DHET and individual TVET colleges be strengthened – that this should not simply be a case of DHET determining a game plan and colleges implementing – need a sense of mutual capacity building, leading to more effective accountability of the main actors.
- That appropriate centralisation/decentralisation needs to be accompanied by clearly defined role awareness and the necessary capacity that accompanies this approach.
- That the office of college principal to be enabled to perform its primary role of institutional vision and mission management and leadership as well as institutional co-ordination and accountability management. Again, the issue of capacity building and ensuring that the necessary resources needed are in place.

Continuous Professional Development of Lecturers

The South African College Principals Organisation (SACPO) in their Training Needs Assessment (TNA) Study stated that “acknowledging the fact that the preparation of lectures is indispensable in delivering effective and efficient vocational education and training programmes, the need for a comprehensive training and development programme cannot be over-emphasised”.

A Training Needs Assessment study commissioned by South African College Principals Organisation (SACPO) revealed the following: a large number of the respondents acknowledged that they are facing challenges in various aspects of teaching and learning; there are gaps in the capabilities of lecturers given the competence required for effective lecturing; the major priority areas for development are listed as ICT, the policy and legislative

context; assessment practices, coping with large classes and strategies for remedial teaching and for teaching mixed ability classes.

The following recommendations are offered:

- A professional body for TVET lecturers should be established, which like the South African Council of Educators (SACE) determines minimum requirements for professional registration and the minimum professional qualifications. SACE (2011) argues that an agency outside of a government department is needed to monitor the professionalisation and ensure that all who teach in the TVET sector have minimum qualifications. SACE could be given this mandate or a separate body specifically for the TVET sector could be established. The professional body will ensure that educators engage in endorsed professional development activities.
- A performance appraisal system tailored to TVET colleges that includes Professional Development Plans should be developed and implemented.
- A holistic CPD model should be devised that includes professional qualifications, coaching, mentoring, peer observation and feedback.
- Continued partnerships with industry for lecturers to be able to continuously upgrade their knowledge of cutting-edge industry innovation.

The task team sees this as a critical issue and its recommendations stand with a plea that this should be accelerated to enable colleges to cope with the envisaged growth in enrollments, particularly the development of a strategy to recruit and train college lecturers to allow the sector to cope with the expansion programme and to also address the current student-lecturer ratio.

- iii. **Partnerships:** that there is a need to create working partnerships between TVET colleges and their stakeholders, particularly industry, is borne out of the intention to make TVET colleges responsive to the needs of stakeholders, especially, but not exclusively, the labour market. As government reconfigures the PSET sector, it is necessary to ensure that TVET colleges make a meaningful contribution to addressing national socio-economic goals. As institutions designed to address mid-level and artisanal skills development in the intermediate occupational levels, it will be difficult to pursue the state's grand plans of infrastructural development such as SIPs without this set of institutions.

The Development of Partnership Guidelines and Framework

Some of the blockages in developing sustainable partnerships within the TVET college sector are poor leadership, weak management, governance and administrative systems which leads to colleges entering partnerships on the “back foot” against savvy private sector organisations. Such partnerships are unsustainable. Moreover, partners to TVET colleges should be convinced through a value proposition. Altruistic reasons for partnering with TVET colleges are unsustainable events. In a nutshell, partners are looking for TVET colleges that can unlock value and therefore colleges must be capacitated, informed and have a value proposition to enter into partnerships.

The Green Paper (DHET, 2012: 50) makes the point that the “the possibility of partnerships between public and private institutions should be explored within a clearly defined regulatory framework that sets out the parameters for operation”.

It is therefore recommended that:

- the DHET, in consultation with SAIVCET and AoCSA, develop TVET partnership guidelines and a policy framework;
- the policy document should include a set of good practice guidelines and code of conduct to assist TVET colleges and stakeholders with establishing partnerships;
- the partnership framework should provide a sound theoretical and conceptual basis for mainstreaming partnerships. Appropriate policies and procedures should be established based on the framework to guide partnership formation;
- the guidelines should offer directives and guidelines on how to implement and structure partnerships, primarily in areas such as finance, access, equity, social dialogue and procurement. The regulatory framework should be developed with the full participation of all principal actors concerned;
- government should state the degree to which it is prepared to delegate authority and responsibility to stakeholders and TVET colleges and the degree of control it wants to retain;
- However, government should not over-regulate partnerships because it will discourage partners entering those relationships.

Build TVET College and DHET Staff Capacity

The NDP (2012:50) states that the TVET sector is not effective. It is too small and output quality is poor. Continuous quality improvement is needed as the system expands. The Green Paper (2012: 9) mentions that one of the main problems of the post-school sector is its lack of diversity and the weaknesses of many of its institutions. Inadequate quality,

quantity and diversity of provision characterise the post-school education sector as a whole. Sustainable partnerships require a fully-capacitated TVET college personnel to engage from an informed point of view stakeholders.

At another level, it is also necessary to develop DHET staff responsible for promoting and supporting TVET college partnerships. Strengthening the DHET's capacity to provide mechanisms and oversight for partnership development, monitoring and evaluation is a necessity.

It is recommended that:

- TVET college managers should be equipped with resources, information and skills to design, develop, implement and manage partnership agreements;
- other areas for capacity-building should include contract management, project management, cost-benefit analysis, stakeholder management, human resources, marketing, strategy, negotiation, financial planning and performance management;
- the capacity of DHET managers be developed to manage the partnership framework. Managers should be able to devise good practice guidelines, manuals, checklists, toolkits, and standardised contracts;
- other responsibilities include formulation and co-ordination, technical assistance, quality control, the standardisation and dissemination of information and the promotion and marketing of partnerships;
- a strong unit within the DHET be established to drive the partnership agenda. This unit should adopt a "bottom up" approach that is flexible enough to allow for institutional creativity within pre-determined accountability and reporting frameworks; and
- the DHET should support an independent research body at a university such as a TVET Unit, in collaboration with SAIVCET and AoCSA, to serve as a repository of best practice in college partnerships. The unit should bring together different interest groups and provide guidance to DHET as well as providing a forum for promoting partnerships.

Implement a Performance Management Regime

It is generally recognised that many TVET colleges are weak and underperforming both in terms of student and institutional outputs (NDA, 2012; DHET, 2012; Gewer, 2010). Underperforming TVET colleges are unlikely to develop sustainable partnerships. Successful partnerships are based on a value proposition for partners. Stakeholders especially are

unlikely to want to engage with under-performing TVET colleges, except for perhaps altruistic reasons.

The following is recommended:

- There is a need to establish a performance management system with clear cut accountability regime for partnership arrangements;
- Performance measures and incentives for performance in partnership contracts should be established;
- Partnership development should be formalised into the performance management system of TVET colleges; and
- There should be a clearly defined appraisal system to monitor and evaluate partnership performance.

Strengthen SETA and TVET College Linkages

Although the DHET is working hard in ensuring stronger linkages between SETAs and TVET colleges, those relationships still appear to be distant. For instance, The Green Paper (DHET, 2012: 65) asserts that another of the unintended consequences is that public providers (TVET colleges and universities) have been largely excluded from the provision of training funded by SETAs and the NSF. If a TVET college or university wants to participate in such training they must set up special units to monitor tenders and operate like a private company in the “education and training market”. This is not something that they are geared to do, and can detract them from their main immediate task which is that of strengthening their capacity to provide quality education to an increasing number of learners. This has meant that the opportunities that used to exist for longer-term developmental partnerships between employers and public education institutions have been replaced by short-term contract opportunities.

The Green Paper further states that “under no circumstances should SETAs accede to a situation where public colleges are reduced to mere agents in an arrangement where the actual training is provided by the private partner while the public college only earns a fee as a middle-man”.

The following is recommended:

- Further strengthening and reform of regulation to ensure that SETAs engage with public TVET colleges;
- Aligning SETA service level agreements with the work of TVET colleges;

- Establish a performance monitoring and evaluation framework to monitor SETA-TVET college partnerships; and
- Stronger legislation is needed to weed out “fly-by-night private training providers” operating from a “suitcase” who are currently the beneficiaries of SETA endowments.

Strengthening International and Regional Partnerships

According to the Shanghai Consensus (2012:26), transforming TVET requires national ownership that is driven by broad partnerships. While partnerships at a national level are considered to have a central role in the future transformation and expansion of TVET, it also calls for strengthened partnerships and co-operation at regional and international levels.

Regional and international organisations such as UNESCO, ILO, OECD, ETF and SADC have an important role to play in supporting national processes and cross-country dialogue in the field of TVET.

The Green Paper (DHET 2012: 65) states the internationalisation of higher education could be used strategically to foster and strengthen both economic and political relations between South Africa and other countries. The same applies to further education and training.

The following is recommended:

- More active participation of DHET staff in international forums, conferences and seminars;
- TVET college and DHET staff should be sent on Skills Academies to organisations such as the ILO, CEDEFOP and ETF; and
- closer linkages between the DHET and international organisations should be fostered, and those that currently exist strengthened.

HRDC Investigation

The DoE (2003: 70) mentions that there are a number of conceptual challenges regarding partnerships and linkages. These include: the definition of partnerships; observed and actual impact and value of partnerships on educational transformation; and the different types of partnerships that exist as compared to other forms of relationships, i.e. the development of a typology of TVET college partnerships.

The DHET (2012: ix) is looking into the establishment of a new institutional type, provisionally called Community Education and Training Centres (CETCs), to address the

needs of out-of-school youth and adults. Their role in the partnership debate should also be clarified.

A comprehensive investigation should be conducted by the HRDC to determine the following:

- An assessment of current TVET college partnerships to determine what is working and not working;
- Identify and assess local and international examples of TVET partnerships;
- Develop best practice case studies;
- Develop an evaluation framework to make a determination of existing partnerships;
- Build awareness of partnership models; and
- Explore and discuss emerging and existing policy options and accelerate progress towards partnership formation.

1. INTRODUCTION AND BACKGROUND

1.1 Background

This Synthesis Report is developed by the Human Resource Development Council of South Africa (HRDCSA), a national advisory body under the leadership of the office of the Deputy President of South Africa, tasked with promoting the optimal participation of all stakeholders in the planning, stewardship, monitoring and evaluation of HRD activities in the country. The report emerges out of the proceedings of the sessions of the three work streams of the Technical Task Team on Technical Vocational Education and Training (TVET) Colleges, which were initiated at the Burgers Park Hotel, Pretoria in May 2013.

The HRDCSA established the Technical Working Group (TWG) as a committee whose primary function is to oversee and monitor the execution of Council decisions. The TWG enlisted additional expertise by setting up Technical Task Teams (TTTs), to provide advice and strategic support; make recommendations to the TWG; document good practice, policy and implementation gaps; and make recommendations to the TWG on HRD issues. In delivering its mandate, the TVET Colleges Technical Task Team held a two day Indaba of experts, stakeholders and policy-makers in March 2013 aimed at identifying blockages in the TVET college sector.

The key outcome of the Indaba was agreement on a framework to identify blockages in the college sector based on a typology of three work streams on the following broad themes:

- **Partnerships** – the lack of working partnerships between the colleges and a range of players, private, public, community and industry players is a blockage to attracting students, ensuring graduate employment, and improving the image of colleges.
- **Pathways** – current pathways to work, occupations, further learning, entrepreneurship and sustainable livelihoods is a blockage to ensuring successful labour market transitions.
- **Positive Learning Experience** – the learning experiences of students is a blockage that results in colleges being institutions of “last resort”.

The Indaba outcomes were formally accepted at a meeting of the TVET Colleges Technical Task Team in April 2013.

1.2 Purpose of the Study

The importance of TVET colleges is emphasised in key Government Plans, Strategies, Accords and the White Paper for Post-school Education and Training. The central role of TVET colleges in addressing skills shortages and advancing economic growth in South Africa has been recognised. The key question however, is *how ready is the TVET colleges sector to take on this responsibility?*

The study also takes cognisance of the imperatives set out in the Department of Higher Education & Training's *Turnaround Strategy for FET Colleges (2012)*, *The Green Paper for Post-School Education and Training (2012)* and *The White Paper for Post-School Education and Training (2014)*, for "a single, coherent, differentiated and highly articulated post-school education and training system" within the developmental state.

The main purpose of this study is to begin a process of unpacking longer-term solutions that revitalises the TVET colleges sector; enabling it to increase access and improve the quality of provision. The study recognises that quality can (only) be achieved through, and by means of open and unfettered institutional access and that access cannot be achieved without attention being paid to quality. The following were the three categories of access that the study aims to address:

- Access into colleges (increased enrolments),
- Access inside colleges (outcomes and efficiencies), and
- Access out (into labour market, further education, self-employment).

1.3 Conceptual and Theoretical Framework

The current contestation on the purpose of the TVET colleges sector in South Africa occurs on the one hand around a belief that colleges should provide broad and foundational learning in preparation for a future occupation, and on the other hand, that TVET should be focused on work preparation and therefore build close linkages with industry and workplaces.

Conceptualising the role or purpose of TVET requires an understanding of TVET history and its theoretical underpinnings. Historically, formal TVET has been closely tied to the process of industrialization and economic development, and therefore TVET policies have often been dominated by economic and equity perspectives (UNESCO, 2012). Theoretical contestations on the role of TVET ranges from the productivity or economic approach, which is based on neo-liberal assumptions that training leads to productivity which, in turn, leads to economic

growth (training for growth). The other assumption is that skills lead to employability, which in turn, leads to jobs (skills for jobs). On the other hand the human development theory asserts that TVET provisioning should be aimed at sustainable development or livelihoods. Furthermore, recent theories like the human capabilities approach see the TVET as a means for supporting the development of a range of capabilities that are conceived as opportunities to develop capabilities that individuals, their communities and society at large have reason to value.

Furthermore, UNESCO (2012) at its 3rd International Congress in Shanghai observed that the current analytical tools and policy approaches to TVET are not sufficient to address the present and future challenges. It proposed an analysis of development priorities according to three lenses which are summarised as follows:

- i. The **economic lens** looks at the efficiency and effectiveness with which TVET supports favourable outcomes for learners in the world of work and the extent to which TVET can meet labour market demands for skills. It is argued that for the TVET system to meet its economic objective, it should be (a) accountable to key stakeholders; (b) responsive to local, national and global labour markets and (c) attractive to prospective learners, their communities and employers.
- ii. The **equity lens** focuses on how to make TVET accessible to all, especially marginalised groups such as females and the disabled. The policy implication is that the TVET system needs to be capacitated to meet the challenges of advancing access, equity and inclusion in TVET learning (formal, non-formal and informal), whether in structured programmes, in the world of work or in everyday life (equity in both access and outcomes).
- iii. The **transformative lens** looks at how TVET systems can be strengthened to include lifelong learning and other sustainable development issues (see TVET for sustainable development above). The policy options are to transform the TVET system in such a way that it will be able to (a) meet the needs of future labour markets and future generations and (b) support innovation and the development of green and sustainable economies and societies. Thus the TVET system should be aimed at and structured in such a way that it will be responsive to contextual factors and long-term development trends.

Empirical literature on how other developmental states and similar middle-income countries have used the theoretical underpinnings to develop their TVET policies revealed that the success of the TVET system is based on the involvement of the government in ensuring that the purpose of the TVET systems is reformed in line with the phases of the country's

economic development. Based on Asian experiences (Korea, Singapore, and Taiwan), it can be concluded that success in vocational education is built on the understanding that **each stage of development requires a TVET approach that prepares the country for the next stage of its developmental path**. Furthermore, to increase returns on investment, demand-driven approaches to vocationalisation need to be developed relevant to the country's stage of economic development, the type of the economy and regional specifics.

1.4 The Developmental State Context

The technical vocational education and training (TVET) discourse in South Africa is inextricably intertwined within a distinctive set of major policies issued by the post-apartheid government (since the advent of democracy in 1994), which envisions the future state of the country. The common thread running through these major policy outlines such as the *Reconstruction and Development Plan (1994)*, *Growth, Employment and Redistribution (1996)*, *National Development Plan (2012)*, *New Growth Path (2011)*, *Industrial Policy Action Plan 2 (2011)*, *Human Resource Development Strategy for South Africa 2010-2030 (2009)*, *Skills Accord (2010)* and *National Skills Development Strategy III (2010)* revolve centrally around the notion of the developmental state.

These policies together with the *Green Paper on Post-School Education and Training (2012)* outline government's current social and economic policy trajectory. Explicit reference is made of the catalyst role to be played by the TVET college sector within the post-school education and training (PSET) system towards addressing the challenges faced by a developmental state.

The recent release of the *White Paper on Post-School Education and Training (2014)* further amplifies the imperative of aligning the post-school education and training system to the agenda of a developmental state. The *White Paper* sets out explicit strategies to improve the capacity of the post-school education and training system to meet South Africa's developmental needs. It outlines policy directions to guide the DHET and the institutions for which it is responsible in order to contribute to building a developmental state with a vibrant democracy and a flourishing economy.

The central question contained in the *White Paper* (DHET, 2014) is the following: *how can skills development support the creation of a developmental state?* A response to this impacts the way we understand our challenges as a nation, or even how we identify the challenges. From an education and training perspective, this requires an understanding of the

developmental role of TVET colleges and a re-conceptualisation of their purpose in a developmental state.

Furthermore, South Africa is currently faced with challenges such as chronic unemployment, inequality and poverty. Thus, the TVET sector needs to be strengthened in order provide access to high quality technical vocational education for all (youth and adults), without losing sight of the TVET's special relationship with the worlds-of-work (McGrath, 2012: 627). Therefore, any discussion about the purpose of the TVET college sector in South Africa should be firmly rooted within the paradigm of a developmental state (Akoojee, 2010: 261).

1.5 The Sustainable Livelihoods Approach

Within the context of a developmental state and taking into account the triple challenges that South Africa faces, this paper also suggests that a TVET policy has to be rooted within a sustainable livelihoods approach. Krantz (2001) defines the sustainable livelihoods approach to reducing poverty as being underpinned by three insights:

“The first [being] the realization that while economic growth may be essential for poverty reduction, there is not an automatic relationship between the two since it all depends on the capabilities of the poor to take advantage of expanding economic opportunities. Secondly, [that] there is the realization that poverty — as conceived by the poor themselves — is not just a question of low income, but also includes other dimensions such as bad health, illiteracy, lack of social services, etc., as well as a state of vulnerability and feelings of powerlessness in general. And finally that it is now recognized that the poor themselves often know their situation and needs best and must therefore be involved in the design of policies and project intended to better their lot” (2001: 2).

With the recognition that TVET can play a significant role in poverty reduction, a policy on TVET anchored in the sustainable livelihoods approach would recognise that people, however poor, have developed and mobilise coping mechanisms, capabilities, knowledge and skills. People draw on local knowledge and locally available resources – including experts and people in positions of power - in order to make a living and deal with daily obstacles and uncertainties (von Kotze, 2010: 7).

This paper advocates for a TVET policy and provision based on a livelihood approach that would bridge disciplines and professions and that would link training with working capital, connect people with markets both for buying materials and selling products, create facilities to manufacture or provide services, offer healthcare and child-support, and do so while

respecting the necessity of local people to participate directly in on-going negotiated decision-making – not as beneficiaries, but as subjects (von Kotze, 2010).

1.6 Research Methodology

As in the background section above, the TVET TTT Indaba of March 2013 which involved sector stakeholders, experts and policy makers, identified TVET sector blockages and established three work streams to further engage with the identified blockages in three thematic areas. A work streams work session was held in May 2013 where learners, lecturers and college managers were consulted. Out of these consultations, research was commissioned to investigate issues pertaining to purpose of TVET in South Africa, the role of partnerships, pathways and ways in which learners can have a complete and positive learning experience in TVET colleges.

The main methodologies adopted in this study were secondary research and literature review, which was complemented by broad consultations with TVET Colleges TTT members, DHET staff, TVET practitioners, industry experts, stakeholders and policy-makers. Since project inception in October 2013, the research team met the TVET Colleges TTT members at least once a month for project update meetings and a review of preliminary findings. As part of the broad consultation, a round table of TVET experts was held in January 2014 which was attended by members of academia, industry experts, stakeholders and policy-makers. The round table extensively reviewed draft reports and provided comments which were incorporated in the development of the draft final report.

The draft final report was also presented to the TWG on the 30th of January 2014, where it was also reviewed, mostly from a policy perspective. The next process included a presentation to the HRDCSA Summit in March 2014, and a presentation to the TWG again before final presentation to the Council. This report is a synthesis of the research reports which are briefly summarised in Section 3 and are included as appendices to this report.

2. PROFILE OF THE TVET COLLEGES SECTOR

2.1 Introduction

This section provides an overview of the South African TVET colleges sector. It summarises the policy environment and then gives a picture of the shape and size of the sector. The section also briefly chronicles the history of the sector and highlights some current initiatives aimed at turning around and improving operations in colleges. The section concludes by highlighting some of the main challenges facing the TVET sector.

2.2 Legislation

2.2.1. *Constitution of the Republic of South Africa*

The Constitution of the Republic of South Africa (Government of South Africa, 1996) states that everyone has “the right to further education, which the state, through reasonable measures, must make progressively available and accessible”. It further states that to ensure effective access, the state must consider all reasonable alternatives, which take into account equity, practicability, and the need to redress the results of past racially discriminatory laws and practices. Thus the supreme law of the Republic emphasises accessibility of further education to all citizens.

2.2.2. *Green Paper*

The Green Paper (2012) provides a vision for a single, coherent, differentiated and highly articulated post-school education and training system. This system is envisioned to contribute to overcoming the structural challenges facing the South African society by expanding access to education and training opportunities and increasing equity, as well as achieving high levels of excellence and innovation. Key problem areas which prevent the system from playing its potential role are outlined, and solutions are proposed. In some cases options are presented for discussion (DHET, 2012).

According to *The Green Paper* (2012), TVET colleges are intended to contribute to overcoming the structural challenges facing the South African society by expanding access to education and training opportunities and increasing equity, as well as achieving high levels of excellence and innovation.

2.2.3. The White Paper

The recent release of the *White Paper on Post School Education and Training* (DHET, 2014e) takes *The Green Paper* (DHET, 2012) a step further. The White Paper outlines strategies for expanding post-school provision, to improve access to education and training opportunities and strengthen the institutions of post-schooling. According to the White Paper, focused attention would be given to improving quality through appropriate programmes; upgrading of lecturers; capacity building for management and governance; improved learner support; information technology systems; partnerships with employers and mainstreaming funding; and partnerships with rural areas and distance education across the system.

The White Paper (DHET, 2014e) recognises the importance of partnerships between educational institutions and employers and the use of resources of both the private and public sector drivers in deepening and transforming the entire post-schooling system. The White Paper allows the DHET to contribute more effectively to the goal of inclusive economic growth and development, and to contribute fundamentally in reducing unemployment and poverty in line with the National Development Plan (NDP), the New Growth Path (NGP), Industrial Policy Action Plan (IPAP) and the Human Development Strategy for South Africa (DHET, 2014e).

The White Paper (DHET, 2014e) sets the priority of the DHET for TVET colleges as being to strengthen and expand public TVET colleges and turn them into attractive institutions of choice for school leavers. The key objectives in strengthening colleges include; improving their management and governance, developing the quality of teaching and learning, increasing their responsiveness to local labour markets, improving student support services, and developing their infrastructure (DHET, 2014e: xii).

2.3 Profile of the TVET College Sector

The lack of data is one of the key challenges in the sector. The NDP indicates that problems in the TVET sector include fragmented data systems, which lead to poor planning (NPC, 2011). This report uses mainly DHET data. For detailed discussion on available data and limitations please see Sheppard and Sheppard (2012).

South Africa's 50 public FET colleges (now referred to as TVET Colleges) were created in 2002, in terms of the *FET Act 98 of 1998*, with the merging of former technical colleges, colleges of education, and training centres. The reasons for the merging of various former institutions into 50 larger TVET public colleges were (i) to combine smaller and weaker colleges into stronger institutions, which would result in economies of scale and create

capacity within colleges to teach more students and offer a wider range of programmes (Sheppard & Sheppard, 2012: 64); (ii) to position them for meeting social and economic demands (Pretorius, 2007); and (iii) to make them a central feature of the government's strategy to tackle skills shortages, job creation and economic growth. Public colleges were expected to respond to the national agenda for skills development within a context of equity, and to engage with human resource supply issues, while private providers concentrate on 'demand-side' imperatives (Akoojee, 2005).

The table below provides a summary of the major developments in the TVET college sector. It shows that the TVET sector has been subject to restructuring programmes launched by the government in the past few years. For example, the TVET colleges are now a national competence and fall under the mandate of the DHET having been migrated from the provincial sphere in 2012. The rationale for this shift was to develop an integrated post-school education and training sector. Secondly, the table shows that student enrolments and budget allocations have been increasing over the years.

Table 1: Historical context of FET colleges

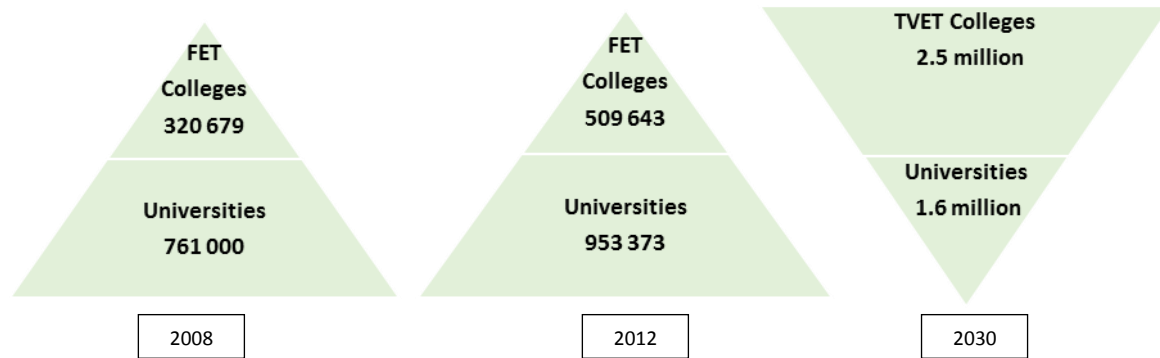
FET Act 1998	New Institutional Landscape 2001	Recapitalization 2005	Introduction of NC (V) & Bursary Scheme 2006 -2007	Establishment of New Funding Norms 2008-2009	Transfer to DHET 2012
302 550 students	356 049 students	377 584 students	320 679 students	420 475 students	509 643 students
152 technical colleges	50 FET Colleges				
R780m budget (1.7% of National Education Budget)	R793 budget (1.3% of National Education Budget)	R1.35b budget (1.6% of National Education Budget)	R2.7b budget (2.5% of National Education Budget)	R3.77b budget (2.7% of National Education Budget)	R4.95b Budget (2.4% of National Education Budget)
			R66million NSFAS Allocation	R299million NSFAS Allocation	R1.7billion NSFAS Allocation

Source: DHET 2013, FET Social Dialogue: Singizi Consulting

Although enrolments in TVET colleges have increased in recent years, they are still lower than enrolments in higher education institutions. Taylor (2011) notes that enrolments in TVET colleges and technical high schools combined constitute only 20% of total enrolments

at upper secondary level. This is well below those in East Asia (35%) and Europe (48%) but comparable to Africa (20%) and Latin America (18%). *The White Paper* (DHET, 2014e) envisages a TVET colleges segment of 60% of the post-school education and training sector (PSET) by 2030 as shown in the figure below.

Figure 1: TVET College Enrolments Projected to 2030



Source: UCS illustration from DHET (2013) data.

By 2030 the goal is to have head-count enrolments of 1.6 million in public universities, 2.5 million in TVET colleges, and 1.0 million in the [proposed] community colleges which are introduced in the *White Paper* (DHET, 2014e).

In addition, it is estimated that there will be approximately 0.5 million enrolments in private further and higher educational institutions. A diversity of educational institutions is needed in order to cope with the needs of a large and increasing student population. Not only does the DHET aim to introduce a new institutional type – the community colleges – but the DHET and its PSET institutions must ensure that the university and TVET college systems are differentiated, with each institution having a mission according to an agreement between the individual institution and the DHET. Using 2012 headcount figures the composition of TVET colleges regionally is as follows:

Table 2: TVET Enrolments by region (2012)

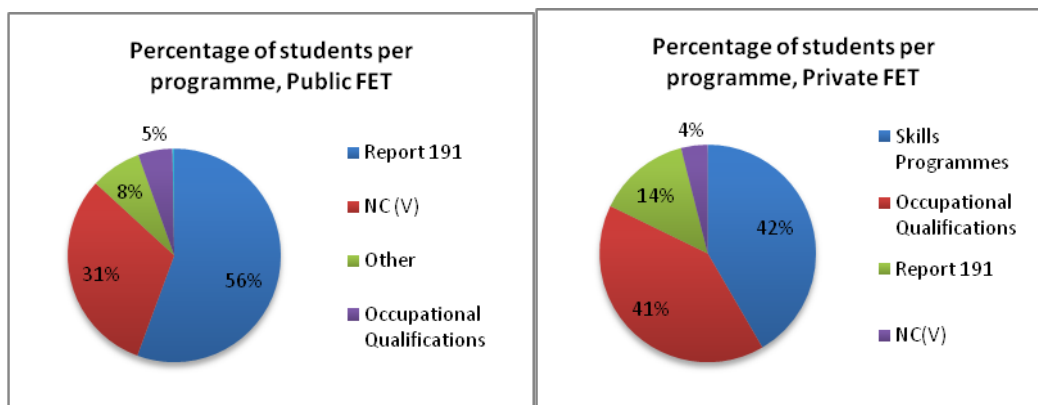
Region	Number of TVET Colleges	Headcount (2012)
Gauteng	8	118 955
KwaZulu Natal	9	118 866
Western Cape	6	67 519
Limpopo	7	55 944
Eastern Cape	8	38 022
Free State	4	34 848
North West	3	43 931

Mpumalanga	3	25 420
Northern Cape	2	6 138
South Africa	50	509 643

Source: DHET 2013

TVET colleges provide both vocational and occupational training. The NC(V) programme has been advertised as the flagship offering of public TVET colleges but figure 2 below shows the dominance of the NATED programmes in the sector. The majority of students were enrolled for NATED programmes, whilst a quarter of the public TVET college students enrolled for the NC(V) in 2012.

Figure 2: Students per programme (2012)



Source: DHET 2013

Total enrolment figures for private TVETs have grown from 706 884 in 2001 to 1,263,594 in 2012 (ETDP SETA SSP 2013/2014 Update) and this includes both Full-Time Equivalents and Part-Time enrolments. Private provision is dominated by skills development and short courses (42%) and occupational qualifications (41%). Public TVET sector specialises in the Report 191 and NC(V) offering and the private TVET sector focuses on occupational qualifications and skills programmes.

The pass rate decreased significantly in 2012 as compared to that of 2011. In 2012, the highest pass rate (39%) was for students enrolled for the NC(V) Level 4 Qualification. In 2011, Report 191 N6 Qualification reported the highest pass rate at 61% (see Table 3).

Table 3: Pass rates in public and private TVET Colleges who entered, wrote and passed, by qualification type, from 2011 to 2012

Year	NC(V) Level 4			Report 191 N3			Report 191 N6			Average pass rate (%)
	Number wrote	Number Passed	Pass Rate	Number wrote	Number Passed	Pass Rate	Number wrote	Number Passed	Pass Rate	
2011	10 000	6 000	60%	10 000	6 000	60%	10 000	6 000	60%	61%
2012	10 000	3 900	39%	10 000	6 000	60%	10 000	6 000	60%	39%

			(%)			(%)			(%)	
2011	17 836	7 638	42.8	2 909	1 366	47.0	2428	1 488	61.3	50.4
2012	15 334	6 018	39.3	9 928	3 724	37.5	8 735	2 902	33.2	36.7

Source: Statistics on Post-School Education and Training in South Africa (2011), National Examinations Database, November 2013

2.4 Challenges Facing TVET Colleges

The role of TVET colleges should be framed explicitly in relation to national development plans, strategies and accords if these institutions are to make a meaningful contribution to the inclusive development of South African society.

Within this context the multi-faceted challenges for TVET colleges are the following (DHET, 2012; 2013; NPC, 2012):

- Colleges must be expanded and strengthened in terms of their capacity, quality, curriculum development, successful teaching and learning, and throughput rates.
- Colleges must become both more diverse and differentiated, but at the same time more integrated and coherent, which means that well-defined and well-understood routes of articulation between all the sub-sectors of the post-school system, including the universities, must be created and sustained.
- Colleges must grow enrolments considerably without losing sight of quality and relevance.
- New types of post-school institutions such as community education and training centres must be created.
- Students must be enabled to navigate their way between sub-sectors in the post-school system horizontally and vertically.
- Close working partnerships should be forged between colleges and their stakeholders to ensure responsiveness.

TVET colleges are challenged by government to be the key change agents to absorb large numbers of youth into technical and vocational education and training programmes; plug chronic skills shortages for immediate- and mid-level skills, particularly in artisanal occupations; and to promote self-employment and sustainable livelihoods.

These challenges are instrumental in the efforts to building a developmental state for socio-economic transformation in South Africa. They are aimed at improving the social and material conditions of people, particularly previously disadvantaged communities, by promoting inclusive economic growth, equity and redress, strengthening democratic

institutions, deepening democracy, improving public service delivery, developing human resources, and strengthening the role of the state in managing the economy towards national developmental goals for the benefit of all citizens.

Instructive for the HRDC is to ensure that TVET colleges pursue the ideals of a developmental state within a distinctive and competing set of pressures such as balancing economic growth imperatives and corporate interests with social development priorities and the needs of local communities. The underlying premise of this Report is that technical vocational education and training strategies should serve as instruments which form part of the overall national development strategy, rather than be viewed in isolation.

This necessitates a broadened vision of the role of TVET colleges as agents of national economic and social transformation in a developmental state. It requires a radical re-conceptualisation of college purpose and new strategies to pursue the development of pathways, partnerships and a positive learning experience in the interregnum.

2.5 Current Initiatives in the TVET College Sector

The challenges facing TVET colleges are well documented, and they include a competing vision, mission, purpose and scope of the colleges; lack of clarity about appropriate programmes (pathways and/or articulation); lack of data about the sector; and inadequate funding; among others. Most of the current initiatives to revitalize and turn around the operations of TVET colleges started in 2009 after the establishment of new higher education and training department (DHET) which focused on the post-school education and training system (PSET). From the onset, the DHET set out to develop an integrated, coherent, comprehensive and differentiated PSET.

The DHET's *Turnaround Strategy for FET Colleges* (DHET, 2012) seeks to systematically address key challenges associated with dysfunction in colleges, to ensure a marked and sustainable improvement in the quality of teaching and learning delivery. The turnaround strategy is guided by the following priorities: managing change in turbulent times; leadership for transformation; institutional differentiation; movement from current to desired status; student performance and success at the centre; strategy; and accountability for performance.

According to the DHET (2012), *The Turnaround Strategy* was aimed at implementing short-term interventions that could offer immediate gains. The implementation was to be done using a phased approach, some of the activities running concurrently include:

- a strategy for managing the migration to DHET;
- immediate interventions to stabilise the institutions in light of the function shift;
- detailed diagnosis of the intervention requirements of the 50 colleges in each of the seven areas of functionality;
- institutional development which is geared to short-term gains but focuses on discernible and sustained impact; and
- differentiated support to colleges for medium-term outcomes based on identified needs, ranging from intensive hands-on and generalised interventions in all seven areas, to specific interventions in particular areas.

It is still early to measure the success and impact of the turnaround strategy on the performance of the TVET colleges. This project is based on the assumption that the strategy will meet its short targets, and therefore recommendations from this study are more long-term in nature.

3. STUDY FINDINGS: SUMMARY OF WORKSTREAM REPORTS

3.1. Introduction

This Synthesis Report is a distillation of three work stream research papers, namely, pathways, partnerships and positive learning experiences. An additional research paper on the purpose of TVET colleges in a developmental state was also developed to set the parameters and define the context of the work stream papers.

3.2. TVET College Purpose

The aim of this paper was to define and articulate the purpose of TVET colleges in South Africa within the context of the developmental paradigm. First, the study reviewed the theoretical approach of TVET systems. Secondly, it undertook a comparative analysis of how other nation states adapt TVET to address their developmental needs. And thirdly, it argued for reconceptualising of the role or purpose of TVET in South Africa.

The theories reviewed include the human capital, sustainable development and human capability approaches. The human capital approach has its roots in the industrial revolution and the philosophy of “productivism”. Proponents of this approach contend that the purpose of TVET is economic productivity and that colleges should be focused on skills development for employability by preparing graduates more directly to meet the demand and needs of the labour market (Pavlova, 2013). This approach is criticised for offering a simplistic, narrow and linear understanding of the relationship between skills, employment and economic growth and assuming a ‘one size fits all’ approach to education and skills. It is also criticised for not addressing inequality, social justice and marginalisation adequately (Tikly, 2013). There is however a recent broadening of the human capital approach to include TVET’s role in alleviating poverty and promoting social welfare as a basis for promoting growth and human security (Hanushek and Wößmann, 2007; World Bank, 2011; McGrath, 2012).

The sustainable development approach, on the other hand, posits TVET’s role as the preparation of learners for sustainable livelihoods. Like the human capital approach, proponents of the sustainable development approach have broadened the concept to include lifelong learning; sustainable economies in the context of the information age and the knowledge economy; education for all; and education for human security (UNESCO, 2004 & 2005). However, Tikly (2013) argues that a disadvantage of this approach is that “the

concept of sustainable development is rather vague ... it appears to be all things to all people, and is therefore difficult to pin down and to quantify”.

Lastly, the human capability approach builds on the existing two approaches. This approach is based on the assumption that the realisation of human capabilities and well-being, rather than the pursuit of wealth, underpins development (Nussbaum, 2000). This new approach is a response to the realisation of the new challenges facing the global economy and TVET, namely, increasing skills gaps within and between countries, growing wealth gaps in a population and recognition of marginalisation based on social class, rurality, gender and ethnicity.

On the back of these broad theoretical contestations, the paper reviews the literature on how nation states create TVET college systems based on their developmental needs. The analysis reveals that in countries like Korea, Japan, Singapore and Malaysia, the success of TVET is based on aligning the colleges system to the country’s economic development priorities. Based on Asian experience it can be concluded that success with vocational education is built on the understanding that each stage of development requires a TVET approach that prepares the country for the next stage of its developmental path. Furthermore, to increase returns on investment, demand-driven approaches to vocationalisation need to be developed relevant to the stage of economic development, the type of the economy and regional specifics.

Given that South Africa is currently faced with challenges such as chronic unemployment, inequality, and poverty within a context of an unclear, unstable and contested macro-economic policy; the paper argues that the South African TVET system needs to be strengthened in order provide access to high quality, differentiated, technical vocational education for all (youth and adults), without losing sight of the TVET’s special relationship with the worlds-of-work (McGrath, 2012:627).

3.3. Pathways

The purpose of the work stream on pathways was to identify examples of TVET college pathways that will ensure smooth transitions for students from college to employment, self-employment and higher learning. The pathways research paper reviewed existing pathways for TVET college students and explored ways to establish clearer pathways to the world of work and higher learning.

The DHET (2012) believes that TVET colleges should become institutions of choice for young school leavers, offering general vocational training as well as providing academic and theoretical education for apprentices. They should also articulate with universities so that those who choose a vocational training route can later continue their studies at university level if they choose to do so. The priority is to develop close ties with workplaces in the public and private sectors, becoming responsive to the needs of employers in their surrounding communities, and offering tailor-made programmes where possible in addition to their core programmes. In addition, colleges should develop close ties to SETAs, which will play an increasingly important role in linking colleges with employers.

TVET colleges offer mainstream programmes through Nated (N) 191 programmes (N1-N6) and the National Certificate Vocational (NC(V)) programmes. Colleges also offer skills programmes and learnerships through a range of SETAs. Policy interventions to date have sought to position colleges primarily to offer a sound general-vocational qualification to a critical mass of school leavers in preparation for higher education or for entry-level employment and further training in the workplace, as well as self-employment (Gewe, 2010).

However, colleges are currently challenged with regard to offering mainstream pathways to work and further learning. These challenges are a result of external factors, such as the current global recession, geographic location and systemic issues. They are also caused by numerous internal factors such as poor linkages with local industry, negligible tracking systems for learner progression, and uneven relationships with SETAs and higher education (Pathways Discussion Paper, 2013). The failure of the South African education system to direct learners towards courses of study which are likely to maximise their natural talents is one of the myriad of complex systemic, social, economic, and personal reasons for the high dropout rates (Gewe & Akoobhai, 2012).

Specific challenges were found to include the following:

- There is a lack of clarity about existing pathways in respect of:
 - Entry routes (into a college), and
 - Exit routes, whether it be to employment, higher learning or self-employment.
- There is inadequate articulation between qualifications as well as programmes which span more than one sub-qualification framework, which leads to dead ends for learners.

- The programmes and qualifications in the colleges are currently considered to be complex to administer, difficult to understand and often poorly quality-assured.

Research findings show that learners who have some work experience from college had increased chances of 82% of finding a job appropriate to their qualifications compared to those who had no experience from college (Magnus, 2013). The Manufacturing, Engineering and Related Services Sector Education Training Authority's (merSETA) and the Swiss South African Cooperation Initiative (SSACI)'s successful internship programmes for NC(V) candidates (for artisan development) highlighted the importance of rigorous and consistent workplace training throughout all stages of training [including Competency Based Modular Training (CBMT) for early levels as well as lengthier and more specialised training for the higher levels of a programme to increase learners' employability (FETI² 2013). However, research has also showed that more than half of learners at TVET colleges are not getting any work experience at all. Colleges are in reality not effectively managing the development of practical skills, either in the workshops or in workplaces.

It is believed that intermediate level qualifications such as NQF 5 and 6 are not the natural preserve of universities and should therefore be offered by other institutional types, to serve for the individual either as an end in themselves or as access into a Higher Education Institution (Cosser, 2010). However, qualifications on NQF 5 are not offered at the vast majority of TVET colleges. While some articulation exists between colleges and HEIs, in reality this is not happening. TVET colleges have limited autonomy on their education and training provision and there is minimal differentiation within the TVET college system.

TVET colleges primarily provide training for entrepreneurship through the New Venture Creation (NVC) programmes, with a range of these being sponsored by government departments and SETAs. These programmes tend to focus only on business start-up and business plans. Their impact is largely unknown, although early research findings indicate that most of the teaching is usually "about entrepreneurship" (i.e. very theoretical with virtually no practical component) rather than training for actual business start-up. As a result, programmes are not translating into any business start-ups and are therefore not fostering self-employment and job creation. The curriculum also appears to be outdated (Chitsa, 2013).

² Further Education and Training Institute (FETI) of the University of the Western Cape (UWC).

3.4. Partnerships

The purpose of this paper was to propose measures for strengthening and supporting partnerships between TVET colleges and a range of stakeholders. The *Green Paper for Post-School Education and Training (DHET, 2012)* and the subsequent *White Paper (DHET 2014)* emphasise the promotion and growth of strong partnerships between TVET colleges and employers, both at the system level and that of individual colleges. The belief is that college-industry partnerships will assist the colleges to locate opportunities for work-integrated learning, ensure a smooth transition from college-to-work for students when they complete their studies, and to obtain regular workplace exposure for staff so as to keep them abreast of developments in industry.

The study found that the overriding focus in TVET in South Africa tends to be on the breadth or number of partnerships from a statistical perspective, however defined, rather than the qualitative dimensions, modalities and outcomes of partnerships. For instance, the Department of Education's *Linkages and Partnerships: Audit 2003* is essentially a quantitative description of the relationships developed by TVET colleges with industry, non-government organisations, communities and government. Arguably, the weakness of this approach in the discourse mentioned earlier is that it often creates the misleading impression that partnerships in the TVET college sector are widespread.

The most common reason advanced for partnerships is the need to ensure successful labour market outcomes by ensuring quick absorption of graduates into the workplace. Other reasons cited include upgrading machinery and equipment; improving supply of middle level skills; lecturer placements; reducing skill shortages and mismatches; adopting business principles in college management; and improving TVET college responsiveness (Piyasiri et al., 2008: 6). Callan and Ashworth (2004) add that partnerships offer clear opportunities for generating new streams of income for TVET colleges. It also provides opportunities to generate new sets of knowledge and capabilities which add to the competitive positioning of those involved.

Three partnership models are described in the paper: the KZN Tooling Initiative; the TVET Consortium Model and the British Council-DHET Leadership Exchange Programme. Although each partnership arrangement is different, they share some common characteristics: they bring together public- and private-sector partners; partners work together toward shared objectives; each partner contributes time, money, expertise, and/or other resources; and decision-making and management responsibilities are shared in varying degrees. Most importantly, they offer a value proposition.

Another key finding is that the concept of partnership is not rooted within a regulatory framework. Therefore it lacks legitimacy or legal force. Although the DHET's argument is that it is not discouraging partnerships and TVET colleges have the freedom to pursue partnerships, the paper contends that the department has not created an enabling environment within the college sector, or in colleges themselves, for them to pursue partnerships much more vigorously.

Colleges with poor leadership, weak management, governance and administrative systems will likely enter partnerships on the "back foot" against savvy private sector organisations in what might end up being a win-lose situation. Such partnerships are unsustainable. Moreover, partners to TVET colleges should be convinced through a value proposition. The Green Paper (DHET, 2012) also makes the point that the "the possibility of partnerships between public and private institutions should be explored within a clearly defined regulatory framework that sets out the parameters for operation".

Essentially what is required is a partnership framework with a strong theoretical and conceptual basis for mainstreaming partnerships. Appropriate policies and procedures should be established based on the framework to guide partnership formation. There should be regulations, directives and guidelines to implement partnership initiatives primarily in areas such as finance, access, equity, social dialogue and procurement. The regulatory framework should be developed with the full participation of all principal actors concerned.

Finally, government should state the degree to which it is prepared to delegate authority and responsibility to stakeholders and TVET colleges and the degree of control it wants to retain. Establishing successful TVET partnerships is a challenge. The success of partnerships depends on its design, the regulatory framework of the country, and on the capacity of TVET colleges to oversee and enforce its contracts and partnerships. When implemented correctly, partnerships can increase efficiency and choice, and expand access to education services, particularly for communities that tend to be poorly served by traditional delivery methods (McLaughlin, 2004: 18).

3.5. Positive Learning Experiences

This paper discusses what constitutes positive learning experiences for learners in TVET colleges in terms of leadership, governance and management, teaching and learning, continuous professional development of lecturers and student support services. It identifies the current state of TVET in South Africa, discusses the direction that TVET colleges should

be taking moving forward and proposes a set of recommendations that will provide a blueprint to move TVET from its current state towards an ideal state.

The paper also considers factors within the institutional environment of a TVET institution which play a role in creating positive learning experiences for learners. The challenge of facilitating and maintaining positive learning experiences in TVET institutions is by no means an issue unique to South Africa as Winch (2013: 92-94) alludes to the fact that it is also a challenge globally. This results usually in a situation where TVET becomes a secondary option for the majority of the students who eventually enrol in TVET institutions.

It is worth noting, however, that the negative sentiments towards TVET do not stem entirely from events that take place within a particular TVET institution; but rather they are rooted in the wider social opinions of vocational work (Winch, 2013: 93). Part of the challenge then for TVET institutions is providing quality vocational programmes and instruction that will appeal to a wide range of people across all demographics of society.

The overall leadership of the TVET sector is in the hands of DHET; whose role is to provide strategic leadership and support. It is worth noting that the challenge in governance across the TVET sector lies not with a lack of external accountability frameworks (policy, legislation) as these have been clearly established in the relevant Acts and policy documents. Rather the challenge rather lies in providing clear institutional guidelines regarding the structure and function of the various levels of the TVET system. The priority for DHET from a governance point of view is to establish a clear working plan for the sector outlining how the various components of the sector will work together to meet national objectives.

Teaching and learning in the TVET context involves the application of technical skills and knowledge. As such learning is rooted in contexts; such as the workplace or communities where livelihoods can be developed. The role of the lecturer is to facilitate learning environments that will develop students holistically (Lave & Wenger, 1991). The classroom and workshop environments do not reflect the industry standards expected of students in a work context. All curriculum outcomes and inputs need to be aligned to ensure that students develop in a holistic manner. TVET provision needs to be accessible to as many people as possible, not only those in the “pre-employment” and NEET categories.

Continuing Professional Development of college lecturers in the sector is crucial to the success and effectiveness of the sector. Anthony Gewer (2013, p. 6) states “Lecturers are ill-

equipped to cope with the academic and social demands of these students, and often bemoan the low education and maturity levels of these students”.

The greatest challenge faced by TVET colleges is how to position themselves and their programmes as viable education options for all learners. Learners are often lost in the system between the time they register for their programs and when they eventually complete. Although a Student Support Services (SSS) Framework exists, aspects of it have not been properly implemented at the TVET colleges.

4. RECOMMENDATIONS

4.1 Introduction

This section proposes broad and long-term recommendations to the HRDC of South Africa based on challenges and bottlenecks identified during research and consultations. The recommendations are divided into three expansive categories: clarity of purpose, institutional effectiveness and partnerships. It is important to note that recommendations around the need to create strong partnerships are cross-cutting.

4.2 TVET College Purpose

According to Green Paper for Post-School Education and Training (2012), the purpose of the TVET College sector is located within “a vision for a single, coherent, differentiated and highly articulated post-school education and training system. This PSET system is supposed to “contribute to overcoming the structural challenges facing our society by expanding access to education and training opportunities and increasing equity, as well as achieving high levels of excellence and innovation” (2012:x).

An important policy or strategic shift proposed by the Green Paper (2012) is to rename the Further Education and Training (FET) colleges Technical and Vocational Education and Training Colleges. According to the Green Paper (2012: 21); the “vision for the public FET colleges is one of vibrant institutions that offer vocational and occupational qualifications, mainly to young people (16 to 24 years old). They will be the primary sites for vocational skills development for artisans and other occupations at a similar level in areas such as engineering, construction, tourism and hospitality, business administration, early childhood development. [The].vision is for colleges to primarily offer two types of qualifications:

- general vocational qualifications (the NCV); and
- more focused occupational programmes in which they will primarily offer the theory components of both trade and non-trade programmes, (including apprenticeships and learnerships) as well as where necessary, the practical training component of the particular qualification or award.”

Vocational education is defined as “middle level of education which provides knowledge and skills to enter the economy while occupational education refers to educational programmes that are focused on preparation for specific occupations, as well as on-going professional development and training in the workplace” (Green Paper, 2012: 1). This supposes a TVET

system firmly located in the human capital, economism and productivism paradigm. McGrath (2012) argues that this “approach to [T]VET is grounded in an out-dated model of development” (2012:623).

However, the broad visions of the National Development Plan (2012), New Growth Path (2011), Industrial Policy Action Plan 2 (2011) and Human Resource Development Strategy for South Africa 2010-2030 (2009), collectively articulates the need for the TVET College sector to contribute effectively to the national social and economic goals of inclusive growth. The SA Development Report (2011) further notes that the current policy and planning focus of the government is on ‘skills for an inclusive growth path’ as a key goal for the government. “This overarching formulation emphasises the contribution of skills to an all-encompassing economic growth path, in contrast to the economic trajectory over the past decade, which recorded economic growth but failed to narrow inequality or relieve joblessness in the country” (2011:217). This approach leans towards the sustainable development and economic, equity and transformative approach advanced by UNESCO.

There is therefore a disjuncture between the Green Paper (2012) which does not want TVET colleges to be ‘all things to all possible learners’ and other government policy documents which would want the purpose of TVET sector to be broadened to include national social and economic goals such as economic growth and development, poverty reduction, employment creation, unequal income distribution, sustainable livelihoods, youth development, innovation and industrial advancement by providing high quality education and training programmes in the democratic developmental state.

Thus, the real challenge facing the TVET system in South Africa is to provide access to high quality technical vocational education for all, without losing sight of the TVET’s special relationship with the worlds-of-work (McGrath, 2012:627). To achieve this, the theoretical grounding of the South African TVET policy needs to shift from the human capital approach, and broadened to include the human capital approach, human capability and sustainable development approaches. On an operational level, South Africa needs to customise the best practices from the Singapore, Korea and Germany models into a new South African TVET model. This model should take into account the South African economic development phases, social-economic development challenges, and learner and community expectations.

Given the triple challenges of unemployment, inequality and poverty on one hand, and the need for colleges to play a significant role in a broader developmental agenda beyond the rigidly narrow economic development approach on the other hand, the purpose of the TVET

colleges sector can be progressively broadened in line with the development trajectory of the country. The framework for the proposed purpose is depicted in the table below):

Table 4: Purpose of the TVET College Sector in the Immediate, Medium to Long-Term

Purpose	Immediate Term (5 years)	Medium Term (5 years)	Long Term (5 years)
Focus	• Labour market (formal and informal labour market)	• Labour market (formal and informal labour market) • Community/local needs • (CETC and TVET Colleges)	Expanded, comprehensive and differentiated colleges
Target Group	• Pre-employed • Employed • Unemployed/ Post-employed	Youths and Adults (both pre-employed and employed and un/post employed)	
Alignment with	DTI (Industrial Policies) EDD (National Dvpt) Local Labour markets	Economic and Community	Responsiveness to the learner (in broadest sense)
Purpose	The main purpose of these colleges is to train young post-school leavers, providing them with the skills (incorporating knowledge and attitudes) necessary for employment (formal)	Youths and adults <i>“building skills for work and life”</i> <i>Main purpose to provide labour market needs and community development</i>	Economic, equity and transformation
Learning Mode	F/T, with P/T provision (WIL crucial)	F/T, with P/T provision (WIL crucial) - <i>Community engagement</i>	Multiple modes – online, e-learning, blended learning

Source: Round Table of TVET Specialists, Pretoria (2014)

It is recommended that the current purpose of TVET colleges be broadened to:

- Speak to the overall long-term Mission and Vision for the sector, which is to create opportunities for youth and adults to acquire skills, knowledge and values for lifelong learning.
- Reflect TVET for economic and broader societal and developmental objectives (involvement of the Department of Trade and Industry, the Economic Development Department, the National Planning Commission, national business formations, national labour formations is essential).
- Take cognisance of TVET for local economy (local businesses, provincial and local government, informal sector).
- Emphasise that the immediate focus should be on occupations and the acquisition of mid-level skills.

- There should be continuous policy review around the purpose of TVET colleges in keeping with each phase of economic development.

Thus, the paper calls for a TVET system located in a developmental state, aimed at helping learners secure sustainable livelihoods. In the medium to long-term, South Africa's developmental needs include economic growth, equity and transformation. The system should link education provisioning to the developmental needs of the country. It will be a TVET system located in the democratic developmental state. The purpose of such a TVET system is to create opportunities for youth and adults to acquire skills, knowledge and values for lifelong learning. The curriculum therefore needs to address the needs of the learners, industry, and community or society.

4.3 Institutional Effectiveness

4.3.1. Capacity building of College Management

The DHET should take a systematic approach that takes into account the long-term trajectory of TVET colleges in addressing the persisting challenges in the sector. A quality monitoring and evaluation framework needs to be established for national, provincial and institutional management structures. The DHET has the responsibility to provide leadership that empowers TVET colleges on the ground to be more responsive to their various local contexts.

The following is recommended:

- That the partnership between the DHET and individual TVET colleges be strengthened – that this should not simply be a case of DHET determining a game plan and colleges implementing – need a sense of mutual capacity building, leading to more effective accountability of the main actors.
- That appropriate centralisation/decentralisation needs to be accompanied by clearly defined role awareness and the necessary capacity that accompanies this approach.
- That the office of college principal to be enabled to perform its primary role of institutional vision and mission management and leadership as well as institutional co-ordination and accountability management. Again, the issue of capacity building and ensuring that the necessary resources needed are in place.

4.3.2. Continuous Professional Development of Lecturers

The South African College Principals Organisation (SACPO) in their Training Needs Assessment (TNA) Study stated that “acknowledging the fact that the preparation of lectures

is indispensable in delivering effective and efficient vocational education and training programmes, the need for a comprehensive training and development programme cannot be over-emphasised”.

A Training Needs Assessment study commissioned by South African College Principals Organisation (SACPO) revealed the following: a large number of the respondents acknowledged that they are facing challenges in various aspects of teaching and learning; there are gaps in the capabilities of lecturers given the competence required for effective lecturing; the major priority areas for development are listed as ICT, the policy and legislative context; assessment practices, coping with large classes and strategies for remedial teaching and for teaching mixed ability classes.

The following recommendations are offered:

- A professional body for TVET lecturers should be established, which like the South African Council of Educators (SACE) determines minimum requirements for professional registration and the minimum professional qualifications. SACE (2011) argues that an agency outside of a government department is needed to monitor the professionalisation and ensure that all who teach in the TVET sector have minimum qualifications. SACE could be given this mandate or a separate body specifically for the TVET sector could be established. The professional body will ensure that educators engage in endorsed professional development activities.
- A performance appraisal system tailored to TVET colleges that includes Professional Development Plans should be developed and implemented.
- A holistic CPD model should be devised that includes professional qualifications, coaching, mentoring, peer observation and feedback.
- Continued partnerships with industry for lecturers to be able to continuously upgrade their knowledge of cutting-edge industry innovation.

The task team sees this as a critical issue and its recommendations stand with a plea that this should be accelerated to enable colleges to cope with the envisaged growth in enrollments, particularly the development of a strategy to recruit and train college lecturers to allow the sector to cope with the expansion programme and to also address the current student-lecturer ratio.

4.4 Partnerships

The need to create working partnerships between TVET colleges and their stakeholders, particularly industry, is borne out of the intention to make TVET colleges responsive to the needs of stakeholders, especially, but not exclusively, the labour market. As government reconfigures the PSET sector, it is necessary to ensure that TVET colleges make a meaningful contribution to addressing national socio-economic goals. As institutions designed to address mid-level and artisanal skills development in the intermediate occupational levels, it will be difficult to pursue the state's grand plans of infrastructural development such as SIPs without this set of institutions.

A major problem with developing sustainable partnerships with TVET Colleges is the fact that the concept of partnerships is not rooted within a regulatory framework. TVET colleges with poor leadership, weak management, governance and administrative systems will likely enter partnerships on the “back foot” against savvy private sector organisations in a win-lose situation. Such partnerships would be unsustainable. Moreover, partners to TVET colleges should be convinced of their participation through a value proposition. The Green Paper (DHET, 2012: 50) makes the point that the “the possibility of partnerships between public and private institutions should be explored within a clearly defined regulatory framework that sets out the parameters for operation”.

Furthermore, colleges should be encouraged to set-up partnership units within their top leadership structures. Partnerships with industry and professional bodies are a key ingredient in creating that link between the classroom and the world of work for learners. Furthermore partnerships may result in improvement in college infrastructure, lecturer development, and increase in employability of college graduates.

Developing a partnership culture in TVET colleges is complex but necessary. These institutions are faced with considerable institutional capacity constraints, role confusion, scope creep, funding deficits, regulatory burdens, labour market information gaps and dependence on the state for virtually everything. The following is therefore recommended:

4.4.1. *The Development of Partnership Guidelines and Framework*

Some of the blockages in developing sustainable partnerships within the TVET college sector are poor leadership, weak management, governance and administrative systems which leads to colleges entering partnerships on the “back foot” against savvy private sector organisations. Such partnerships are unsustainable. Moreover, partners to TVET colleges should be convinced through a value proposition. Altruistic reasons for partnering with TVET

colleges are unsustainable events. In a nutshell, partners are looking for TVET colleges that can unlock value and therefore colleges must be capacitated, informed and have a value proposition to enter into partnerships.

The Green Paper (DHET, 2012: 50) makes the point that the “the possibility of partnerships between public and private institutions should be explored within a clearly defined regulatory framework that sets out the parameters for operation”.

It is therefore recommended that:

- the DHET, in consultation with SAIVCET and AoCSA, develop TVET partnership guidelines and a policy framework;
- the policy document should include a set of good practice guidelines and code of conduct to assist TVET colleges and stakeholders with establishing partnerships;
- the partnership framework should provide a sound theoretical and conceptual basis for mainstreaming partnerships. Appropriate policies and procedures should be established based on the framework to guide partnership formation;
- the guidelines should offer directives and guidelines on how to implement and structure partnerships, primarily in areas such as finance, access, equity, social dialogue and procurement. The regulatory framework should be developed with the full participation of all principal actors concerned;
- government should state the degree to which it is prepared to delegate authority and responsibility to stakeholders and TVET colleges and the degree of control it wants to retain;
- However, government should not over-regulate partnerships because it will discourage partners entering those relationships.

4.4.2. Build TVET College and DHET Staff Capacity

The NDP (2012:50) states that the TVET sector is not effective. It is too small and output quality is poor. Continuous quality improvement is needed as the system expands. The Green Paper (2012: 9) mentions that one of the main problems of the post-school sector is its lack of diversity and the weaknesses of many of its institutions. Inadequate quality, quantity and diversity of provision characterise the post-school education sector as a whole. Sustainable partnerships require a fully-capacitated TVET college personnel to engage from an informed point of view stakeholders.

At another level, it is also necessary to develop DHET staff responsible for promoting and supporting TVET college partnerships. Strengthening the DHET's capacity to provide mechanisms and oversight for partnership development, monitoring and evaluation is a necessity.

It is recommended that:

- TVET college managers should be equipped with resources, information and skills to design, develop, implement and manage partnership agreements;
- other areas for capacity-building should include contract management, project management, cost-benefit analysis, stakeholder management, human resources, marketing, strategy, negotiation, financial planning and performance management;
- the capacity of DHET managers be developed to manage the partnership framework. Managers should be able to devise good practice guidelines, manuals, checklists, toolkits, and standardised contracts;
- other responsibilities include formulation and co-ordination, technical assistance, quality control, the standardisation and dissemination of information and the promotion and marketing of partnerships;
- a strong unit within the DHET be established to drive the partnership agenda. This unit should adopt a "bottom up" approach that is flexible enough to allow for institutional creativity within pre-determined accountability and reporting frameworks; and
- the DHET should support an independent research body at a university such as a TVET Unit, in collaboration with SAIVCET and AoCSA, to serve as a repository of best practice in college partnerships. The unit should bring together different interest groups and provide guidance to DHET as well as providing a forum for promoting partnerships.

4.4.3. Implement a Performance Management Regime

It is generally recognised that many TVET colleges are weak and underperforming both in terms of student and institutional outputs (NDA, 2012; DHET, 2012; Gewer, 2010). Underperforming TVET colleges are unlikely to develop sustainable partnerships. Successful partnerships are based on a value proposition for partners. Stakeholders especially are unlikely to want to engage with under-performing TVET colleges, except for perhaps altruistic reasons.

The following is recommended:

- There is a need to establish a performance management system with clear cut accountability regime for partnership arrangements;
- Performance measures and incentives for performance in partnership contracts should be established;
- Partnership development should be formalised into the performance management system of TVET colleges; and
- There should be a clearly defined appraisal system to monitor and evaluate partnership performance.

4.4.4. Strengthen SETA and TVET College Linkages

Although the DHET is working hard in ensuring stronger linkages between SETAs and TVET colleges, those relationships still appear to be distant. For instance, The Green Paper (DHET, 2012: 65) asserts that another of the unintended consequences is that public providers (TVET colleges and universities) have been largely excluded from the provision of training funded by SETAs and the NSF. If a TVET college or university wants to participate in such training they must set up special units to monitor tenders and operate like a private company in the “education and training market”. This is not something that they are geared to do, and can detract them from their main immediate task which is that of strengthening their capacity to provide quality education to an increasing number of learners. This has meant that the opportunities that used to exist for longer-term developmental partnerships between employers and public education institutions have been replaced by short-term contract opportunities.

The Green Paper further states that “under no circumstances should SETAs accede to a situation where public colleges are reduced to mere agents in an arrangement where the actual training is provided by the private partner while the public college only earns a fee as a middle-man”.

The following is recommended:

- Further strengthening and reform of regulation to ensure that SETAs engage with public TVET colleges;
- Aligning SETA service level agreements with the work of TVET colleges;
- Establish a performance monitoring and evaluation framework to monitor SETA-TVET college partnerships; and
- Stronger legislation is needed to weed out “fly-by-night private training providers” operating from a “suitcase” who are currently the beneficiaries of SETA endowments.

4.4.5. Strengthening International and Regional Partnerships

According to the Shanghai Consensus (2012:26), transforming TVET requires national ownership that is driven by broad partnerships. While partnerships at a national level are considered to have a central role in the future transformation and expansion of TVET, it also calls for strengthened partnerships and co-operation at regional and international levels.

Regional and international organisations such as UNESCO, ILO, OECD, ETF and SADC have an important role to play in supporting national processes and cross-country dialogue in the field of TVET.

The Green Paper (DHET 2012: 65) states the internationalisation of higher education could be used strategically to foster and strengthen both economic and political relations between South Africa and other countries. The same applies to further education and training.

The following is recommended:

- More active participation of DHET staff in international forums, conferences and seminars;
- TVET college and DHET staff should be sent on Skills Academies to organisations such as the ILO, CEDEFOP and ETF; and
- closer linkages between the DHET and international organisations should be fostered, and those that currently exist strengthened.

4.4.6. HRDC Investigation

The DoE (2003: 70) mentions that there are a number of conceptual challenges regarding partnerships and linkages. These include: the definition of partnerships; observed and actual impact and value of partnerships on educational transformation; and the different types of partnerships that exist as compared to other forms of relationships, i.e. the development of a typology of TVET college partnerships.

The DHET (2012: ix) is looking into the establishment of a new institutional type, provisionally called Community Education and Training Centres (CETCs), to address the needs of out-of-school youth and adults. Their role in the partnership debate should also be clarified.

A comprehensive investigation should be conducted by the HRDC to determine the following:

- An assessment of current TVET college partnerships to determine what is working and not working;
- Identify and assess local and international examples of TVET partnerships;
- Develop best practice case studies;
- Develop an evaluation framework to make a determination of existing partnerships;
- Build awareness of partnership models; and
- Explore and discuss emerging and existing policy options and accelerate progress towards partnership formation.

5. CONCLUSION

In the final analysis, immense challenges face TVET colleges in the post-school education and training sector. These challenges are neither intractable nor insurmountable. What is essentially required from the DHET, TVET colleges, support institutions, donor organisations, labour and employers is to reach consensus on what should be achieved in the short-, medium and long-term by the TVET college sector and swiftly shift into implementation, monitoring and performance evaluation mode to ensure that the trajectory of these colleges is shifted to support the ideals of a developmental state. Crucial to this is the Council's acceptance of recommendations on college purpose, institutional effectiveness and partnerships which would allow the lead institutions to start the work of implementing these recommendations.

6. A SUMMARY OF FINAL RECOMMENDATIONS, ACTIONS, TIMEFRAMES AND IMPLEMENTING AGENCIES

Blockage	Recommendation	Actions	Proposed Implementing agency	Timeframes
1. Purpose	1.1 Re-vision Purpose of TVET Colleges	<ul style="list-style-type: none"> • There should be continuous policy review around the purpose of TVET Colleges in keeping with each phase of economic development. • Continuous review of purpose to ensure that it speaks to the overall long-term Mission and Vision for the sector, which is to create opportunities for youth and adults to acquire skills, knowledge and values for lifelong learning. • The purpose must always reflect TVET for economic and broader societal and developmental objectives (involvement of the Department of Trade and Industry, the Economic Development Department, the National Planning Commission, national business formations, national labour formations is essential). • It must take cognisance of TVET for local economy (local businesses, provincial and local government, informal sector). • In its current form, it should emphasise that the immediate focus should be on occupations and the acquisition of mid-level skills. 	<p>Lead Implementing Agency</p> <ul style="list-style-type: none"> • The Presidency <p>Supporting Agencies</p> <ul style="list-style-type: none"> • DHET VCET Branch • SAIVCET • DED • DTI • AoCSA 	Medium to long-term (2020 – 2030)
2. Institutional effectiveness	2.1 Capacity Building of College Management	<ul style="list-style-type: none"> • Strengthen the partnership between the DHET and individual TVET colleges – that this should not simply be a case of DHET determining a game plan and colleges implementing – need a sense of mutual capacity building, leading to more effective accountability of the main actors. • Appropriate centralisation/decentralisation needs to be accompanied by clearly defined role awareness and the necessary capacity that accompanies this approach. • Office of college principal to be enabled to perform its primary role of institutional vision and mission management and leadership as well as institutional co-ordination and accountability management. Again, the issue of capacity building and ensuring that the necessary resources needed are in place. 	<p>Lead Implementing Agency</p> <ul style="list-style-type: none"> • DHET VCET Branch <p>Supporting Agencies</p> <ul style="list-style-type: none"> • SAIVCET • AoCSA • SACPO 	Immediate to mid-term (2015 – 2025)
	2.2 Continuous Development of College Lecturers	<ul style="list-style-type: none"> • A professional body for TVET lecturers should be established, which like SACE determines minimum requirements for professional registration and the minimum professional qualifications. SACE (2011) argues that an agency outside of a 	<p>Lead Implementing Agency</p> <ul style="list-style-type: none"> • DHET VCET Branch 	Immediate to long-term (2015 – 2030)

		<p>government department is needed to monitor the professionalisation and ensure that all who teach in the TVET sector have minimum qualifications. SACE could be given this mandate or a separate body specifically for the TVET sector could be established. The professional body will ensure that educators engage in endorsed professional development activities.</p> <ul style="list-style-type: none"> • A performance appraisal system tailored to TVET Colleges that includes Professional Development Plans should be developed and implemented. • A holistic CPD model should be devised that includes professional qualifications, coaching, mentoring, peer observation and feedback. • Continued partnerships with industry for lecturers to be able to continuously upgrade their knowledge of cutting-edge industry innovation. 	<p>Supporting Agencies</p> <ul style="list-style-type: none"> • SAIVCET • AoCSA • QCTO • SACPO 	
<p>3. Partnerships</p>	<p>3.1 The Development of Partnership Guidelines and Framework</p>	<ul style="list-style-type: none"> • The DHET, in consultation with SAIVCET and AoCSA, develop TVET partnership guidelines and a policy framework; • The policy document should include a set of good practice guidelines and code of conduct to assist TVET colleges and stakeholders with establishing partnerships; • The partnership framework should provide a sound theoretical and conceptual basis for mainstreaming partnerships. Appropriate policies and procedures should be established based on the framework to guide partnership formation; • The guidelines should offer directives and guidelines on how to implement and structure partnerships, primarily in areas such as finance, access, equity, social dialogue and procurement. The regulatory framework should be developed with the full participation of all principal actors concerned; • Government should state the degree to which it is prepared to delegate authority and responsibility to stakeholders and TVET colleges and the degree of control it wants to retain. • However, government should not over-regulate partnerships because it will discourage partners entering those relationships. 	<p>Lead Implementing Agency</p> <ul style="list-style-type: none"> • DHET VCET Branch <p>Supporting Agencies</p> <ul style="list-style-type: none"> • SAIVCET • DED • DTI • AoCSA 	<p>Immediate to mid-term (2015 – 2025)</p>
	<p>3.2 Build TVET College and DHET Staff Capacity</p>	<ul style="list-style-type: none"> • TVET college managers should be equipped with resources, information and skills to design, develop, implement and manage partnership agreements; • Other areas for capacity-building should include contract management, project management, cost-benefit analysis, stakeholder management, human resources, marketing, strategy, negotiation, financial planning and performance management; 	<p>Lead Implementing Agency</p> <ul style="list-style-type: none"> • DHET VCET Branch <p>Supporting Agencies</p> <ul style="list-style-type: none"> • SAIVCET • DED 	<p>Medium to long-term (2020 – 2030)</p>

		<ul style="list-style-type: none"> • The capacity of DHET managers be developed to manage the partnership framework. Managers should be able to devise good practice guidelines, manuals, checklists, toolkits, and standardised contracts; • Other responsibilities include formulation and co-ordination, technical assistance, quality control, the standardisation and dissemination of information and the promotion and marketing of partnerships; • A strong unit within the DHET be established to drive the partnership agenda. This unit should adopt a “bottom up” approach that is flexible enough to allow for institutional creativity within pre-determined accountability and reporting frameworks; and • The DHET should support an independent research body at a university such as a TVET Unit, in collaboration with SAIVCET and AoCSA, to serve as a repository of best practice in college partnerships. The unit should bring together different interest groups and provide guidance to DHET as well as providing a forum for promoting partnerships. 	<ul style="list-style-type: none"> • DTI • AoCSA 	
	3.3 Implement Performance Management Regime	<ul style="list-style-type: none"> • There is a need to establish a performance management system with clear cut accountability regime for partnership arrangements; • Performance measures and incentives for performance in partnership contracts should be established; • Partnership development should be formalised into the performance management system of TVET colleges; and • There should be a clearly defined appraisal system to monitor and evaluate partnership performance. 	<p>Lead Implementing Agency</p> <ul style="list-style-type: none"> • DHET VCET Branch <p>Supporting Agencies</p> <ul style="list-style-type: none"> • SAIVCET • DED • DTI • AoCSA 	Immediate to mid-term (2015 – 2025)
	3.4 Forging Stronger SETA and TVET College Linkages	<ul style="list-style-type: none"> • Further strengthening and reform of regulation to ensure that SETAs engage with public TVET colleges; • Aligning SETA service level agreements with the work of TVET colleges; • Establish a performance monitoring and evaluation framework to monitor SETA-TVET college partnerships; and • Stronger legislation is needed to weed out “fly-by-night private training providers” operating from a “suitcase” who are currently the beneficiaries of SETA endowments. 	<p>Lead Implementing Agency</p> <ul style="list-style-type: none"> • DHET VCET Branch <p>Supporting Agencies</p> <ul style="list-style-type: none"> • SAIVCET • DED • DTI • AoCSA 	Immediate to long-term (2015 – 2030)
	3.5 Strengthening International and	<ul style="list-style-type: none"> • More active participation of DHET staff in international forums, conferences and 	<p>Lead Implementing Agency</p>	Immediate to long-term (2015 – 2030)

	<p>Regional Partnerships</p>	<p>seminars;</p> <ul style="list-style-type: none"> • TVET college and DHET staff should be sent on Skills Academies to organisations such as the ILO, CEDEFOP and ETF; and • Closer linkages between the DHET and international organisations should be fostered, and those that currently exist strengthened. 	<ul style="list-style-type: none"> • DHET VCET Branch <p>Supporting Agencies</p> <ul style="list-style-type: none"> • SAIVCET • DED • DTI • AoCSA 	
	<p>3.6 HRDC Investigation</p>	<ul style="list-style-type: none"> • An assessment of current TVET college partnerships to determine what is working and not working; • Identify and assess local and international examples of TVET partnerships; • Develop best practice case studies; • Develop an evaluation framework to make a determination of existing partnerships; • Build awareness of partnership models; and • Explore and discuss emerging and existing policy options and accelerate progress towards partnership formation. 	<p>Lead Implementing Agency</p> <ul style="list-style-type: none"> • DHET VCET Branch <p>Supporting Agencies</p> <ul style="list-style-type: none"> • SAIVCET • DED • DTI • AoCSA 	<p>Immediate</p>
<ul style="list-style-type: none"> • Partnerships must be an institutional responsibility. However, key for government is to develop a framework and incentive schemes to promote the formation of partnerships. • Define and develop a very clear perspective of what a partnership is and for what purpose it has been devised. • The partnership framework should address the following: <ul style="list-style-type: none"> ○ tasks and responsibilities of key organisations; ○ mechanisms of coordination; ○ mechanisms for stakeholder participation; and ○ the structure of the system. 				

REFERENCES

Akoojee S. (2005) *Private Further Education and Training in South Africa: The changing landscape*. Cape Town: HSRC Press

Akoojee S (2010). *Intermediate skills development in South Africa: understanding the context, responding to the challenge*. HSRC: Cape Town.

Congress of South African Trade Unions (2012). *Socio-Economic Report to the 11th Congress*. September. COSATU: Johannesburg.

Cosser, M. (2010). *Pathways through the education and training system: Do we need a new model?* Pretoria: Human Sciences Research Council.

DHET. (2011). *Statistics*

DHET(2012a).*Green Paper for Post-School Education and Training*, Pretoria: Department of Higher Education and Training.

DHET (2012). *Green Paper for Post School Education and Training. Department of Higher Education & Training: Pretoria. on Post-School Education and Training in South Africa: 2011*. Pretoria: DHET.

DHET. (2012). *Further Education and Training Colleges. Turnaround Strategy*. Pretoria: Department of Higher Education and Training.

DHET (2012). *Draft FET Turnaround Strategy*. Pretoria: DHET.

DHET. (2013a). *DHET 2013 Budget Speech*. Pretoria: DHET.

DHET. (2013b). *Research Bulletin on Post-School education and training*. Pretoria: DHET.

DHET(2013c). *Statistics on Post-School Education and Training in South Africa: 2011*, Pretoria: Department of Higher Education and Training.

DHET. (2013d). *The List of Registered Private FET Colleges*. Pretoria: Department of Higher Education and Training.

DHET. (2014e). *White Paper for post-school education and training: building an expanded, effective and integrated post-school system*. Pretoria: DHET.

DTI (2011). *Industrial Policy Action Plan 2*. Pretoria: Department of Trade & Industry.

EDD (2010). *National Skills Accord*. EDD. Department of Economic Development: Pretoria.

EDD (2011). *New Growth Path*. Pretoria: Department of Economic Development: Pretoria.

Gewer A (2010). *Improving quality and expanding the further education and training college system to meet the need for an inclusive growth path*. Johannesburg: DBSA.

Gewer, D. A. (2013). *Managing Growth and Expansion in FET Colleges*. Pretoria: Human Resource Development Council for South Africa.

Gewer, A., & Akoobhai, B. (2013, June). *Post-school education pathways in the South African education system*. Retrieved from DHET:<http://www.dhet.gov.za/dhetresearchbulletin/issue2/Abstarct%20and%20excerpts/article2.htm>

Hanushek, E. A. and Wößmann, L. (2007). *Education quality and economic growth*. Washington DC: World Bank.

King Commision on Governance, 2009. *Summary of Report On Governance for South Africa 2009 (King III)*: SAICA.

Lave, J. & Wenger, E., 1991. *Situated Learning: Legitimate Peripheral Participation*. Cambridge: Cambridge University Press.

Magnus G, Bird A, Prinsloo F and Singh A. (2013). *Concept paper: building a TVET system in South Africa*. DHET: Pretoria.

McLaughlin H 2004. *Partnerships: panacea or pretence?*. *Journal of Inter-professional Care*, 18(2): 13-103.

NPC (2012). *The National Development Plan 2030*. Pretoria: National Planning Commission.
Needham, S. (2013). *Pathways Discussion Paper*. Human Resource Development Council.

Pavlova, M. (2013). *Vocationalisation of secondary and higher education: pathways to the world of work*. UNESCO

Piyasiri TA, Suraweera B & M Edirisooriya (2008). *Identify Benefits and Analyze Issues related to Partnership Programs between Public TVET Institutions and Private Sector Enterprises*. National Education Commission: Sri Lanka.

Sheppard, C & Sheppard, R. (2012) A statistical overview of further education and training colleges, in *Shaping the Future of South Africa's Youth: Rethinking post-school education and skills training*, edited by H. Perold, N. Cloete and J. Papier. African Minds for the Centre for Higher Education Transformation (CHET), Southern African Labour and Development Research Unit (SALDRU) and the Further Education and Training Institute (FETI).

South African Council of Educators. (2011). *A position Paper on the professional Registration of FET College Educators*. Pretoria: South African Council of Educators.

Statistics SA. (2013). *Quarterly Labour Force Survey, 3rd Quarter*. Statistics SA: Pretoria

Stumpf, R., Papier, J., Needham, S., & Nel, H. (2009). *Responding to the educational needs of post-school youth - Chapter 4*. Centre for Higher Education Transformation.

Taylor, N. (2011). *Priorities for Addressing South Africa's Education and Training Crisis*.

Tikly, L. (2013). Reconceptualizing TVET and development: A human capability and social justice approach, in *Revisiting global trends in TVET: Reflections on theory and practice*, edited by K. Ananiadou. Bonn: UNESCO-UNEVOC.

UNESCO (2004). *Bonn Declaration on TVET*. Bonn: UNESCO.

UNESCO (2004). *Learning for work, citizenship and sustainability: the Bonn declaration*. Paris: UNESCO.

UNESCO (2010). *UNESCO's Strategy for TVET: 2010-2015* Paris: UNESCO.

UNESCO-UNEVOC (2012). *Transforming TVET: from ideas to action*. Bonn: UNESCO.

UNESCO. (2012). *Transforming TVET: Building skills for work and life, Main Working Document. Third International Congress on Technical and Vocational Education and Training*. Shanghai, People's Republic of China, 13-16 May 2012.

World Bank. (2011). *Learning for all: investing in people's knowledge and skills to promote development: World Bank Group Education Strategy 2020*. Washington DC: World Bank.