



Human Resource Development Council for South Africa (HRDC)

PROFILE OF THE TVET SECTOR

**PROJECT: STUDY ON PROGRAMMES IDENTIFIED AND PRIORITISED BY THE TVET
COLLEGES TECHNICAL TASK TEAM AND ITS WORK STREAMS**

15 August 2013

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ACRONYMS AND ABBREVIATIONS

AET	-	ADULT EDUCATION AND TRAINING
DHET	-	DEPARTMENT OF HIGHER EDUCATION TRAINING
FET	-	FURTHER EDUCATION AND TRAINING
HEI	-	HIGHER EDUCATION INSTITUTION
HET	-	HIGHER EDUCATION AND TRAINING
NEET	-	NOT IN EDUCATION, EMPLOYMENT AND TRAINING
PSET	-	POST SCHOOL EDUCATION AND TRAINING
TVET	-	TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING

1.0 INTRODUCTION

South Africa's 50 public TVET colleges were created in 2002, in terms of the *TVET Act 98 of 1998*, with the merging of former technical colleges, colleges of education and training centres into 50 TVET colleges. The reason for the merging of various former institutions into 50 larger TVET public colleges was 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. The table below gives a summary of the major developments in the TVET college sector.

Table 1: Historical context of TVET colleges

1998 TVET Act	2001 New Institutional Landscape	2005 Recapitalisation	2006 -2007 TVET Colleges Act, Introduction of NCV, Bursary Scheme	2008-2009 National Plan for TVET, Establishment of DHET, New Funding Norms	2012 Transfer to DHET
302, 550 Students	356,049 Students	377,584 Students	320,679 Students	420,475 Students	509 643 Students
152 Technical colleges	50 Colleges				
R780million budget (1.7% of National Education Budget)	R793million Budget (1.3% of National Education Budget)	R1.35billion Budget (1.6% of National Education Budget)	R2.7billion Budget (2.5% of National Education Budget)	R3.77billion Budget (2.7% of National Education Budget)	R4.95billion Budget (2.4% of National Education Budget)
			R66million NSFAS Allocation	R299million NSFAS Allocation	R1.7billion NSFAS Allocation

Source: DHET 2013, *TVET Social Dialogue*: Singizi Consulting

The TVET sector has been subject to restructuring programmes launched by the government in the past few years. TVET colleges now fall under the mandate of the DHET and have migrated from the provincial sphere. The rationale for this shift was to develop an integrated post-school education and training sector. TVET colleges have been criticised for not producing sufficient quality in the management and delivery of teaching and learning which is reflected by the weak output of graduates and the limited access of students to workplace learning opportunities. Most recently the national turnaround strategy announced in November 2012 is meant to 'address the levels of functionality and dysfunctionality in colleges, and bring about comprehensive sustainable improvement in college performance' (DHET, 2012).

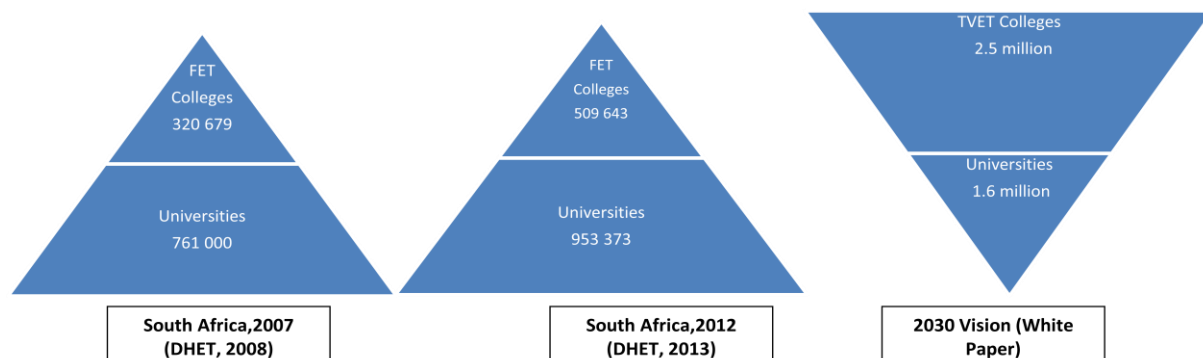
The White Paper for Post-School Education and Training approved in November 2013, renames FET Colleges to technical and vocational education and training (TVET) Colleges. The paper states that ‘The DHET’s highest priority is to strengthen and expand the public TVET colleges and turn them into attractive institutions of choice for school leavers’ (DHET, 2013). The South African Institute for Vocational and Continuing Education and Training (SAIVCET) will be established in order to provide necessary and appropriate support to the college sector.

OVERVIEW

According to the DHET, the provision of post-school education and training (PSET) in South Africa occurs through three main types of public and private education and training institutions i.e. Higher Education and Training Institutions (HEIs), Further Education and Training (TVET) Colleges and Adult Education and Training (AET) Centres (DHET, 2013).

Close to 2 million students were enrolled in public and private post-school education and training programmes in 2012. The main providers of PSET are HEIs with 54% of the students and TVET colleges with 32% (DHET, 2013) which is contrast to the pyramidal shape in developed systems where university enrolments constitute the smallest peak.

Figure 1: The post-school education and training sector



Although the enrollment figures for TVET Colleges have increased in recent years they are still dwarfed by the enrollments at HEIs. Taylor, (2011, p.8) notes that enrolments in TVET colleges and technical high schools combined constitutes only 20% of total enrolments at upper secondary level. This is well below those in East Asia (35%) and Europe (48%) but is comparable to Africa (20%) and Latin America (18%) (Taylor, 2011, p. 8). The White Paper for Post-School Education and Training (DHET, 2013) envisages a 2030 where the TVET colleges constitute 60% of the PSET students.

The TVET sector is pivotal to government's goal of accelerating skills development and government has set a target of 3 million enrolments by 2030 (DHET, 2013). The National Development Plan (NDP) states that about 3% of 20 to 24 year olds participate in further education and training (National Planning Commission, 2011). The NDP sets the goal of increasing participation rates in TVET colleges to 25% which translates to enrolment figures of 1.25 million. The various policy documents all point to a TVET college sector that plays a bigger role in the PSET system with greater enrolments and more effectiveness.

FUNDING

As part of government's efforts to improve the capacity and image of TVET colleges, the funding to this sector has increased in recent years. In 2012, 2.5 billion was allocated to TVET colleges for infrastructural development, equipment, quality of educators and improvement of academic programmes. To ensure a continued increase in TVET College enrolments R17.4 billion has been allocated to the sector over the 2013 Medium Term Expenditure Framework (MTEF) period (Budget Vote Speech, May 2013). This budget allocation is envisioned to turn college campuses into learning, ICT, sports, entertainment and business incubation centres through infrastructure investments.

Although the monetary allocation to TVET colleges has increased, as a percentage of the total education budget the allocation has only marginally increased from 1.3% in 2001 to 2.4% in 2012 (TVET Social Dialogue). Funding to public TVET colleges constituted 18% of the total higher education budget in 2011/12 with the majority (77%) of the budget going to HEIs. Historically DHET allocated funds to the provinces and the TVET colleges based on the reported student enrolment and the related programme cost. Provinces then determined allocations to TVET colleges, and these allocations were adjusted annually by the consumer price index (CPIX). The migration of TVET colleges to national government should lead to equal funding, based on their programme enrolments and they will no longer depend on what funds provinces allocate (FFC, 2013). The Financial and Fiscal Commission's report for the 2014/15 period states that funding to TVET colleges is inequitable and insufficient.

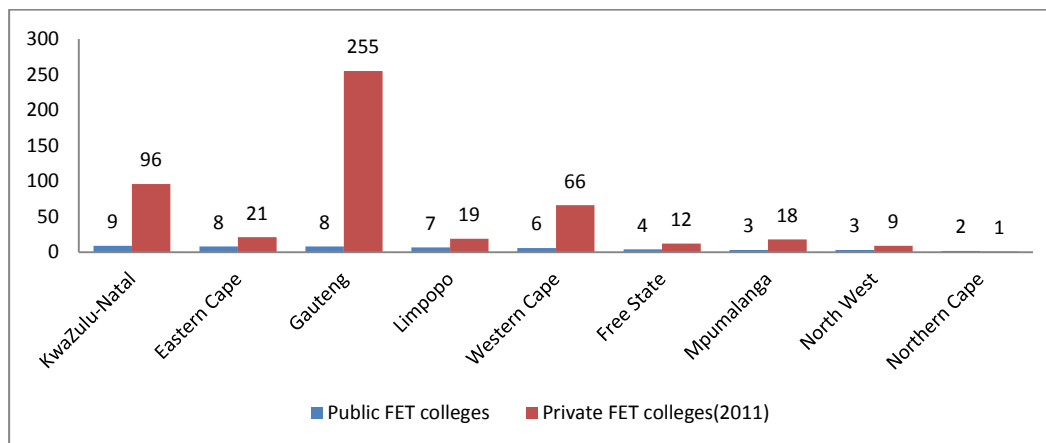
Inability to pay college fees was one of the factors cited as contributing to the low participation rate in TVET College programmes (DoE, 2008). In order to increase access and enrolments, financial assistance through the National Student Financial Aid Scheme (NSFAS) has been provided since 2006. The bursary allocation for TVET colleges increased from R300 million in 2009 to R318 million in 2010. In 2011, the allocation more than doubled to R1.235 billion and was further increased to 1.7 billion in 2012 (Minister's Budget Vote Speech, 2012).

In 2014 the DHET will provide funding to 215 000 students at TVET Colleges higher than 192 810 (DHET, 2013) students provided for in 2012. The DHET minister, Blade Nzimande stated “For the first time, the NSFAS TVET component exceeds the university component as government is deliberately expanding the TVET funding system faster than that for university students” (Kolver, 2014). The expansion of the TVET sector will have to be met with a simultaneous expansion of the bursary scheme.

2.0 LOCATION AND DISTRIBUTION OF TVET COLLEGES

There are 50 public TVET Colleges and they range between 2 and 9 across provinces. Public TVET colleges operate 264 campuses spread across the rural and urban areas of the country. As part of the Strategic Infrastructure Projects (SIPs), the DHET announced the construction of 12 new college campuses which will specifically cater for rural areas (South Africa: SA News , 2013). According to the report ‘Responding to the Educational Needs of Post-School Youth’ public TVET colleges are geographically better distributed (across the nine provinces) than the HEIs and would thus make any further study by young people more accessible to them at a lower cost as accommodation and travel costs would be reduced significantly (CHET, 2009, p. 62).

Figure 2: Number of TVET colleges per province



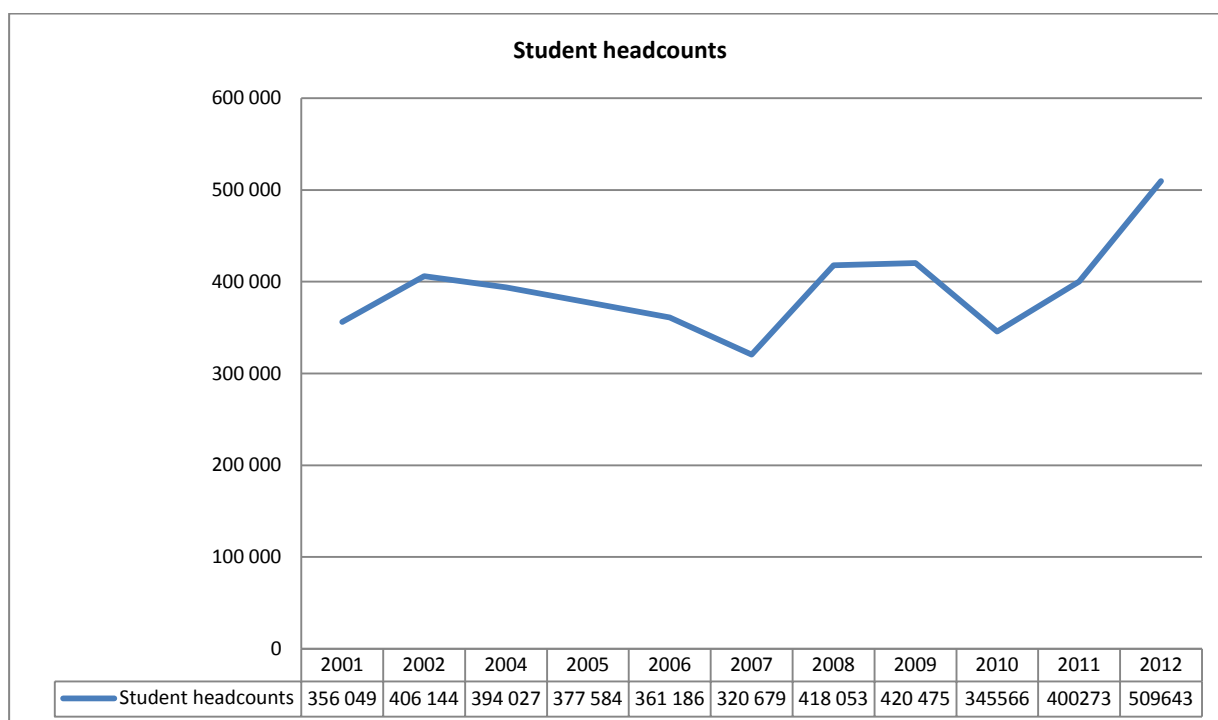
Source: DHET, ETDP SETA SSP Private TVET Final Report 2012/13

Private TVET institutions must register with the DHET in accordance with the TVET Colleges Act of 2006. They have to comply with the following requirements for registration: financial sustainability, accreditation by Umalusi, and occupational health and safety requirements (Sheppard & Sheppard, 2012). In 2011 there were 497 private TVET colleges registered and these had a total of 765 sites across the provinces. Gauteng, KZN and the Western Cape provide the major proportion of private institutions in South Africa (ETDP SETA, 2012). In the decade 2002-2012 the number of private TVET Colleges has grown by 119% (ETDP SETA, 2012).

3.0 ENROLMENT FIGURES AND PROGRAMME OFFERING

In 2012 there were 509 643 students enrolled at public TVET colleges and this number includes both full-time and part-time students, a 27% increase for the 2011 enrolment figures. A trend analysis of the public TVET enrolment since 2002 is shown in the graph below.

Figure 3: Enrolment figure for public TVET colleges, 2001 -2012



NB: Data for 2003 could not be sourced. Sources: DoE, DHET

In 2012, males comprised 51% and females 49% of the student enrolment. 55% of the students were between the ages of 18 – 22 years. TVET colleges vary considerably in size, with student enrolment in individual colleges ranging between 2 000 to 22 000. Gauteng has the largest portion of student enrolment based on the 2011 and 2012 statistics as shown in the table below. All TVET colleges provide Engineering and Business Studies, a change from the pre-1998 period where colleges either provided Engineering or Business studies with few offering both (Powell & Hall, 2002).

Table 2: Headcount Enrolment at Public TVET colleges

Province	Number of TVET colleges	Headcount per province, 2011	Headcount per province, 2012
Gauteng	8	97 548	118 955

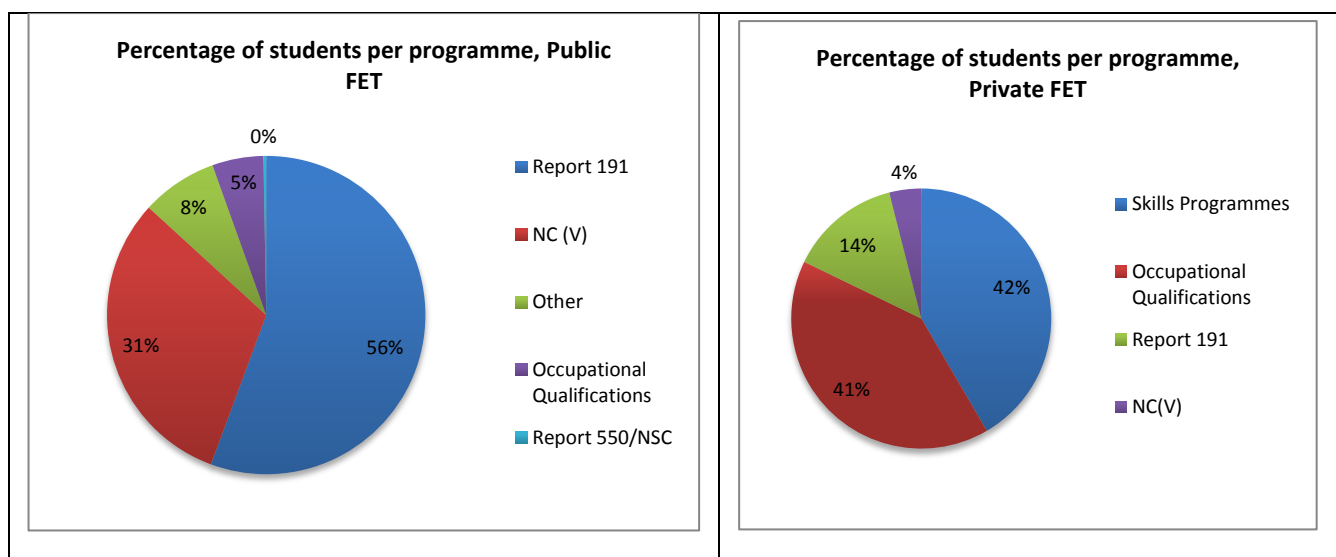
Profile of the FET Sector

KwaZulu-Natal	9	88 166	118 866
Western Cape	6	54 147	67 519
Limpopo	7	43 148	55 944
Eastern Cape	8	36 958	38 022
Free State	4	31 365	34 848
North West	3	22 124	43 931
Mpumalanga	3	17 868	25 420
Northern Cape	2	8 949	6 138
South Africa	50	400 273	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 4 below shows the dominance of the Nated programmes in the sector. The majority of students were enrolled for 'Report 191' (Nated) programmes which have a strong vocational orientation. Approximately a quarter of the public TVET college student population enrolled for National Curriculum (Vocational) programmes in 2011.

Figure 4: Percentage of 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 occupation qualifications (41%). Comparing the two sets of statistics

indicates that the public TVET sector specialises in the Report 191 and NC (V) offering and the private TVET sector focuses on occupational qualifications and skills programmes.

4.0 EFFICIENCY INDICATORS

Pass Rates

The table below shows that 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%.

Table 3: Number and percentage of students 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	17 836	7 638	42.8	2 909	1 366	47.0	2 428	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

Throughput Rates

The HSRC conducted an audit of the TVET sector in 2010, and one of the aspects they measured was student throughput rates (defined as portion of students successfully completing their studies) in the three categories of TVET college provision: NC(V); the N programmes and other programmes (occupational and skills). The sector's flagship programme, the NC (V), achieved a national average throughput rate of 30 percent per annum over a three-year period (2007-2009). The N programmes achieved 47 percent and other programmes 66 percent.

Table 4: Throughput Rates, 2012

PROVINCE	NC(V) Level 4				Report 191 N6 Engineering			
	Number entered	Number wrote	Number passed	Throughput rate	Number entered	Number wrote	Number passed	Throughput rate
Eastern Cape	2251	1901	803	36%	145	124	39	27%
Free State	376	274	104	28%	130	78	21	16%
Gauteng	3606	3215	1300	36%	1497	1140	420	28%
KwaZulu-Natal	3842	2960	788	21%	885	575	199	22%
Limpopo	3531	2938	1014	29%	760	667	261	34%

Profile of the FET Sector

Mpumalanga	1464	1307	675	46%	126	50	12	10%
North West	1044	941	501	48%	75	46	10	13%
Northern Cape	249	214	73	29%	0	0	0	-
Western Cape	2244	1584	760	34%	102	64	30	29%
NATIONAL	18607	15334	6018	32%	3720	2744	992	27%

Source: DHET 2013. Throughput rate calculated as percentage of number passed over number entered.

Only 32% of the students who entered NC (V) Level 4 in 2012 passed the exam and this was higher than for the N6 Engineering which had a 27% throughput rate.

5.0 STAFF PROFILE

Public TVET Colleges employed 16 087 staff in 2017 and this number includes management, lecturing as well as support staff. A total of 9 207 lectures were employed in public TVET in 2012 and they constituted 57% of the total staff. The total number of lecturers has increased by 6% from 2011.

Table 5: Student to lecturer ratio, 2012

Province	Student Enrolment	Number of Lecturers	Lecture to student ratio	Pass rate NC(V) Level 4
Gauteng	118 955	2 179	1:55	40.4%
KwaZulu-Natal	118 866	2 215	1:54	26.6%
Western Cape	67 519	1 432	1:47	47.9%
Limpopo	55 944	958	1:58	34.5%
North West	43 931	525	1:84	53.2%
Eastern Cape	38 022	920	1:41	42.2%
Free State	34 848	472	1:74	37.9%
Mpumalanga	25 420	417	1:61	51.6%
Northern Cape	6 138	89	1:69	34.1%
South Africa	509 643	9 207	1:55	39.3%

Source: DHET, 2013

In 2002 (Powell & Hall, 2004), the lecturer-student ratio was 1:20. Cosser et al (2011, p.29) found that the ratio is 1:32. As shown in **Error! Reference source not found.**, the national ratio in 2012 was 1:55. This means class sizes have increased significantly since 2011. The expansion in enrolment figures has not been met with a proportionate increase in the number of lecturing staff. Cosser et al argue that the smaller the class, the more individual attention students receive and the higher the academic performance should be.

A college lecture is regarded as qualified when having a relevant academic diploma/degree with a teaching qualification (ETDP SETA SSP UPDATE 2013/14). A study by Mgijima and Morobe 2012, established the percentage of lecturers teaching on the NC(V) programme without a teaching qualification was 37% (ETDP SETA SSP UPDATE 2013/14). For private colleges, the ETDP SETA SSP UPDATE 2013/14 states that the majority of lecturers in the sector are qualified with the majority having a Level 6 advanced diploma.

An audit by the HSRC in 2010 found that the majority of public TVET staff hold either a diploma or a first degree and far fewer have advanced degrees. Nineteen percent of staff have a qualification below the diploma level - a level which can be regarded as providing an insufficient basis for teaching at the post-school level.

Table 6: Qualifications of academic staff, full-time and part-time, TVET colleges 2010

Province	Artisan	Higher Degree	1 st degree or higher diploma	Diploma	Below Diploma
Eastern Cape	10%	11%	41%	21%	16%
Free State	6%	9%	46%	28%	10%
Gauteng	3%	13%	35%	30%	19%
KwaZulu-Natal	4%	7%	17%	43%	29%
Limpopo	6%	13%	31%	39%	11%
Mpumalanga	3%	5%	23%	41%	29%
North West	3%	11%	31%	33%	22%
Northern Cape	12%	7%	35%	39%	8%
Western Cape	9%	13%	38%	23%	17%
Total	6%	11%	32%	32%	19%

Source: HSRC (2011)

An audit by the HSRC in 2010 found that the majority of public TVET staff hold either a diploma or a first degree and far fewer have advanced degrees. Nineteen percent of staff has a qualification below the diploma level - a level which can be regarded as providing an insufficient basis for teaching at the post-school level (Cosser, Andre, & Winnaar, 2011).

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