Implementation Evaluation of the Technical and Vocational Education and Training College's Expansion and Capacity Development Programme (2013-2015)

Summary Report

Policy summary; executive summary; long summary

9 April 2018

National Evaluation Plan Report

This report has been independently prepared by Southern Hemisphere. A steering committee oversaw the operation of the evaluation, commented on and approved the reports. The steering committee was chaired by Dr H. Narsee of the Department of Higher Education and Training (DHET). The committee members were Ms R. Govender (DHET), Ms M. Swart (DHET), Ms P. Garza (DHET), Ms S. Nkwane (DHET), Mr S.B. Radebe (Ekurhuleni West TVET College), Mr Frans Strydom (National Skills Fund - NSF), Ms T. Moila (NSF), Ms L. Okuofu (NSF), Ms K. Hlongwane (NSF), Ms N. Makanya (National Treasury) and Ms N. Chitepo (Department of Planning, Monitoring and Evaluation). The peer reviewers were Prof J. Papier (University of the Western Cape – UWC) and Adjunct Associate Prof S. Akoojee (University of Witwatersrand – Wits).

This is a mixed-method evaluation, combining a quantitative survey of colleges, semi-structured qualitative interviews and focus groups, and a document review. The evaluation took place between October 2016 and December 2017.

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Contents

Abbreviations

CIP	Colleges Improvement Programme
DPME	Department of Planning, Monitoring and Evaluation
DHET	Department of Higher Education and Training
ECD	Early Childhood Development
FET	Further Education and Training
FGD	Focus Group Discussion
FTE	Full-Time Equivalent
HoD	Head of Department
HR	Human Resources
HRDC	Human Resource Development Council of South Africa
HRDSA	Human Resource Development Strategy for South Africa
IT	Information Technology
IPDP	Individual professional development plans
ITS	Information for Tertiary Education System
KII	Key Informant Interview
KPA	Key Performance Area
KZN	KwaZulu-Natal
LED	Local Economic Development
LOLT	Language of Learning and Teaching
MoU	Memorandum of Understanding
M&E	Monitoring and Evaluation
MTSF	Medium-Term Strategic Framework
NATED	National Accredited Technical Diploma/ National Education Report 190/191 programmes
NCP	National Planning Commission

planning, monitoring and evaluation
Department:
Planning, Monitoring and Evaluation
REPUBLIC OF SOUTH AFRICA

higher education & training
Department:
Higher Education and Training
REPUBLIC OF SOUTH AFRICA

NDP	National Development Plan
NEET	Not in employment, education or training
NGO	Non-Governmental Organisation
NQF	National Qualifications Framework
NSC	National Senior Certificate
NSDS	National Skills Development Strategy
NSA	National Skills Authority
NSF	National Skills Fund
NSFAS	National Student Financial Aid Scheme
NC(V)	National Certificate (Vocational)
NSC	National Senior Certificate
NVC	New Venture Creation
NYDA	National Youth Development Agency
PE	Port Elizabeth
PoE	Portfolio of evidence
PM	Project Manager
PQM	Programme and Qualifications Mix
PSET	Post-School Education and Training
RFP	Request for Proposal
SAICA	South African Institute of Chartered Accountants
SANQF	South African National Qualifications Framework
SAQA	South African Qualifications Authority
SDL	Skills Development Levy
SETA	Sector Education and Training Authority
SMME	Small, Medium and Micro Enterprises
SWOT	Strengths, Weaknesses, Opportunities and Threats
SSI	Semi-Structured Interviews
ToC	Theory of Change
ToR	Terms of Reference
TTT	Technical Task Team
TUP	Training of Unemployed Persons
TVET	Technical and Vocational Education and Training
TWG	Technical Working Group
UNISA	University of South Africa
WBL	Workplace-Based Learning
WIL	Work-Integrated Learning

Glossary

National Accredited Technical Diploma (NATED)	NATED programmes, also known as N Diplomas or National Education or Report 190/191 programmes, are delivered under the auspices of the Department of Higher Education and Training. NATED programmes are delivered by public and private TVET institutions. (http://www.pecollege.edu.za/index.php/2013-03-01-07-32-34/report-191-nated).
NC(V)	The National Certificate (Vocational) is a three-year programme that integrates theory and simulated and/or workplace-based practical training and is an alternative pathway to the equivalent of the National Senior Certificate for school leavers (exiting after Grade 9).
Learnerships	Learnerships are structured programmes that combine theoretical knowledge with practical workplace experience. Learnerships lead to a qualification registered on the National Qualifications Framework.
Apprenticeships	Apprenticeships are workplace-based training programmes in the occupational trades, like artisanships.
Internships	Internships are periods of practical work experience aimed at increasing the employability of learners.
Short skills programmes	These are short training programmes made up of selected unit standards or chunks of learning across a wide range of disciplines, generally delivered over a one to six-month period.

Main Source: DNA Economics. 2014. Performance Expenditure Review of TVET Colleges.

POLICY SUMMARY

of the TVET College Expansion and Capacity Development Programme Evaluation

The College Expansion and Capacity Development Programme (CECDP) was implemented between 2012 and 2015 by the Department of Higher Education and Training (DHET) and the National Skills Fund (NSF) to assist three million young people who were not in education, employment or training (the so-called NEETS). R2.5 billion in national skills funding was dedicated solely to the 50 former public Further Education and Training (FET) colleges for their programme-related activities. The main aims of the CECDP were to increase student enrolment, expand workplace-based learning (WBL), enhance the capacity of TVET staff and expand the programme qualifications mix (PQM) of colleges.

This implementation evaluation used a mixed-method approach to assess the relevance, effectiveness, efficiency and sustainability of the programme, and was conducted between August 2016 and November 2017. There are considerable differences between colleges and their ability to absorb this funding, but strong themes emerged which informed the recommendations.

The CECDP is highly relevant to the policy agenda and the needs of the public TVET colleges. There were significant capacity constraints in implementation, which the programme design failed to consider. There were also a number of systemic challenges that inhibited success and sustainability. The funding allowed many colleges to expand their WBL component and to start expanding their PQM. Increased student enrolment was modest, amounting to only 3% of the total TVET enrolment for the period. However, colleges have improved their recruitment and enrolment systems, and are enrolling marginalised students. The National Student Financial Aid Scheme (NSFAS) funding for scholarships was the biggest enabler of this increased enrolment. This brought its own challenges as colleges were not equipped to deal with underprepared students. The NSF performed its grant management function well, but more support was needed on the technical aspects of the programme.

The key constraints in the system are:

No policy framework governing WBL. Conditions of employment-related responsibilities for the students are not clear when they are paid stipends via the colleges. Who is the employer?

The inefficient administration by SETAs. This affects availability of funding for stipends for WBL which is a critical incentive for both businesses and students. Accreditation and certification of programmes are also bottlenecks affecting expansion of the PQM and timely graduation. SETAs are critical to the success of TVET, but are currently a bottleneck.

The funding model for TVET colleges. Colleges receive funding from four funding streams, causing delays, limited cash flow and frustration. This also results in multiple monitoring and reporting systems which are administratively challenging for colleges.

Fragmented PQM. The DHET only approves the PQM that includes ministerial-approved programmes.

The Policy on Professional Qualifications for Lecturers in TVET has not been implemented. This inhibits the colleges' ability to recruit and retain adequate and sufficient

teaching staff, and there are no incentives to staff to build their capacity because of insufficient career paths.

No jobs: Even if learners are skilled and have short-term jobs, there are many areas where there are no sustainable jobs. This inhibits the attainment of the long-term goal of aiding job creation.

Poor infrastructure. Colleges cannot expand enrolment and the courses that they offer because of limited infrastructure. Funding upgrades/ renovations rather than new buildings exacerbates inequalities between colleges.

Under-prepared students. Improved systems to support under-prepared and marginalised students are critical to improving student outcomes (e.g. throughput).

Key policy recommendations

R1.   The NSF needs to use a systems approach when planning for programmes and ensure that all aspects are addressed for successful implementation: legal/policy framework; funding flows; human resources capacity; communications; programmes; planning, monitoring & evaluation; infrastructure and logistics (e.g. transport).

R2.   The NSF needs to improve its processes for application and assessment of proposals.

R3.   To strengthen implementation, the NSF (in cooperation with the DHET), should ensure more support for colleges to implement the non-financial aspects of the grant to help colleges meet the objectives.

R4.   There is a need to improve the administrative data monitoring systems at the TVET colleges to facilitate better planning and improved outcomes monitoring.

R5.   It is recommended that a higher level of emphasis be placed on the development of entrepreneurial skills to enable TVET graduates to become self-employed as opposed to job-seekers.

R6.   The DHET should address the issue of low student throughput. An in-depth study of this issue is recommended for evidence-gathering that might inform solutions.

R7.   A clear policy framework for WBL is required that is aligned to labour legislation, and the incentives for employers to provide workplace opportunities need to be more efficient (e.g. enabling access to the Skills Development Levy from SETAs).

R8.   The policy on Professional Qualifications for Lecturers in Technical and Vocational Education and Training (Government Gazette No 36554, Notice 410, 11 June 2013) needs to be implemented urgently, yet in a considered and systematic way.

R9.   A concerted effort needs to be made at a sector level by the DHET and other post-school education and training (PSET) stakeholders, particularly SETAs, to ensure that the PQM is better structured and administered.

R10. Review the funding model of TVET so that there is one stream of funding via the DHET that covers all programmes in the PQM.

EXECUTIVE SUMMARY

Evaluation of TVET College Expansion and Capacity Development Programme

1. INTRODUCTION

The implementation evaluation of the TVET CECDP was conducted between October 2016 and November 2017 by Southern Hemisphere as part of the National Evaluation Plan of 2016-2017 of the DPME.

The TVET CECDP was launched by the Minister of Higher Education and Training in August 2012. The Programme aimed to address the plight of three million young people who were not in education, employment or training. The NSF dedicated R2.5 billion to the 50 former FET colleges for the Programme. Funding was extended to a number of colleges until the end of 2016.

The *purpose* of the implementation evaluation was to address key *evaluation questions* related to: relevance and appropriate design; effectiveness of achieving objectives; effectiveness of implementation; efficiency; sustainability and insights into lessons and recommendations to inform future programmes.

2. EVALUATION PROCESS, METHOD AND SAMPLE

A mixed-method approach was used which included: participatory workshops, qualitative semi-structured interviews and focus groups at a sample of 15 colleges spread across urban, peri-urban and rural areas in all nine provinces, key informant interviews, a document review and a structured online survey in which all 50 TVET colleges were invited to participate. Responses were received from 44 of the colleges (88%). Purposive sampling was used to select 15 colleges for the qualitative sample. Three colleges in rural, urban and peri-urban areas were chosen as case studies. The case studies are contained in Annexure 5 to the main report.

3. THEORY OF CHANGE OF THE PROGRAMME

This Programme's four main objectives are to support public TVET colleges to:

- **enrol a larger number of students**, particularly in artisanal-related programmes and the National Accredited Technical Diploma (NATED) programmes, as well as programmes linked to occupational qualifications and skills programmes that are based on part-qualifications, to support the needs of the South African economy;

- **expand student access to WBL** through learnerships (including artisanships) and internships, particularly for occupations where a high demand exists;

- **build the capacity of their staff** relevant to the occupational-related training programmes, to improve the quality of teaching and learning.

- offer a broader set of programmes through an expanded PQM so that students may be provided with a wider range of programme choices.

At a workshop a retrospective Theory of Change (ToC) and logical framework (logframe) were developed with representatives from the DHET, the NSF and the DPME (see Annexure

3 for the revised logframe).

4. KEY FINDINGS FROM THE DOCUMENT REVIEW

The document review highlights the policy environment around 2010 that informed the decision to embark on the Programme. At that time, emphasis was placed on TVET colleges to promote growth and to address national skills shortages, which meant that challenges faced by the 50 merged TVET colleges had to be systematically addressed. Policies, strategies and frameworks were designed to directly and indirectly deal with the systemic, structural and institutional challenges. Overarching policies were promulgated, such as the Green (2012) and White Papers on Post-School Education and Training (2013), informed by directives provided in the National Development Plan (NDP). A turnaround strategy was formulated, external expertise was utilised to target the TVET college management difficulties, and paths for the professional development of TVET staff were identified, with several universities brought in to facilitate the curriculum. Funding was made available through the National Skills Authority (NSA) and managed by the NSF. Additional funding was made available for infrastructural development. Partnerships between public colleges, universities, SETAs and employers were encouraged and promoted as good practice.

5. CASE STUDIES

Three case studies were conducted to get a full picture of how the project was implemented in a single college.

The **West Coast TVET College** has a peri-urban and rural service area in the Western Cape. The college focused on all four objective areas of the CECDP. The college had to revise its proposal 6 times, reflecting different interpretations of the parameters of the funding. This delayed start to the programme disrupted their desire to offer certain courses that would meet local requirements. This college has a history of engaging with industry as all its campuses are located in close proximity to small, medium and large businesses. The TVET programme has positively transformed the occupational department of the West Coast College from a small department to a noteworthy division.

The college received R 68 444 779.00 from the NSF for this programme. It spend R 54 050 890.93 (79% of budget), and the project is being implemented over 5 and not 3 years as it received no cost extensions. The project merged with new project (roll-out) in January 2017.

The **Gert Sibande TVET College** also predominantly services rural and peri-urban areas. The campuses are surrounded by mining interests as well as agriculture. The college focused on all four objective areas of the CECDP. This college provides good practice examples of encouraging the enrolment of learners, particularly through its enrolment process which included conducting interviews and providing career counselling. The case study shows that buy-in and support from college management is better when there is good alignment between the college strategy and the TVET CECDP objectives. The college received R48,015,538 from the NSF and spent 92% of the budget in a three-year period.

The **Port Elizabeth TVET College** serves urban and peri-urban communities. It is located in the Eastern Cape. The PE TVET College focused mostly on offering a broader set of programmes through an expanded PQM. It provides a good practice example of expanding the PQM based on a consultative process and thorough needs assessment. The challenges experienced with WBL in this College also highlight the importance of setting up a placement

unit to facilitate placements as this cannot be the responsibility of lecturers/facilitators/project manager.   The college received R24,953,812.00 from the NSF and spend 90% of its allocated funding. It was implemented over 4 years and has received further funding for phase 2.

6. KEY EVALUATION FINDINGS

6.1   What have we learned about programme design for the TVET College sector?

The CECDP was viewed more as an opportunity to release funds into the TVET sector rather than reflecting a coherent programme strategy. The design did not take a systemic view of the TVET colleges e.g. their regional and local contexts, the human resource capacity of colleges and the infrastructural requirements for the expansion programme. This limited the effectiveness of implementation. While the programme design included strong grant management elements, this did not extend to technical support to the colleges. Monitoring systems were established to track inputs, not quality or throughput, and there was duplication of reporting on data that the DHET may already have had in their extensive data systems. The lack of programme documentation at the start resulted in limited shared understanding of the overall objectives and scope of the programme, leading to a lengthy start-up phase for many colleges, and lack of clarity around roles and responsibilities for various partners.

6.2   What have we learned about the effectiveness of implementation?

Many colleges had limited capacity to apply for and implement this grant: only 30% of colleges submitted proposals on time and some colleges took up to 1.5 years for their start-up phase with a lot of support from the NSF. The NSF had good project (grant) managers to guide colleges through the management and reporting of financial and non-financial data. The importance also emerges of funding a strong project management function at college level, including financial management/audit, (4 additional management staff were appointed per college as part of this project).

It is clear that work placement requires dedicated human resources and systems for monitoring and management of placements, strong administrative support, as well as the ability to follow-up with students and employers on the quality of the placement. IT systems can be used to facilitate the tracking of students, but direct contact is also necessary. This is time intensive.

6.3   What can we learn about programme efficiency?

Over the period of the CECDP, enrolments increased by 12%, yet beneficiary numbers comprised only 3% of total student enrolments at TVET colleges for 2013-2015, suggesting that the programme had a modest impact on overall student enrolment. The results regarding staff capacity enhancement are also limited. While most institutions showed an increase in the staff:student ratio, the increase was not matched by an increase in teaching staff to carry the load, with the 8% expansion mostly in management and support staff. This must affect the quality of learning. Where budgets were more fully spent, there were slightly larger increases in lecturing/support staff.

There is also considerable variation in the programme cost per beneficiary by college, with cost per beneficiary ranging from a low of R12 537 to R360 507 per beneficiary, depending on what the colleges were implementing (facility upgrades are more expensive than designing new curriculum). The average contract cost per beneficiary across all colleges is R64 607, although the actual cost per beneficiary spent to date is slightly lower at R53 058.

The analysis indicates that funding is not the key constraint to programme success, since on average 80% of budgets had been spent by 2016. It appears more likely that insufficient time has elapsed to properly assess programme impact. The analysis also suggests that better targeting of resources and more joint planning is required at both PSET and college level so that, for example, an increase in student enrolment is matched with a higher staff complement.

6.4 What lessons have been learned about the achievement of outcomes?

In terms of increased student access, colleges had to cope with larger influxes of students who represented a different demographic to what they were used to. Many expressed challenges with staff capacity and limited institutional resources to cope with under-prepared students, accommodation and transport. Student access cannot be expanded without consideration of TVET college capacity - in terms of infrastructure, human resources and student accommodation. These were identified as the top challenges for colleges in the survey.

A primary success of this intervention was the impetus it gave to colleges to expand their WBL capacity, both internal systems and relationships with SETAs and industry partners. All 44 colleges that responded to the survey (100%) now have WBL capacity, and 92% colleges had partnerships with SETAs by the end of 2017, (DHET 2017-2018 partnership report).

The provision of a stipend for students for their work placements was a critical success factor, providing an incentive for employers to take learners. Employers need this additional incentive as many do not claim their Skills Development Levy (SDL) because of the administrative burden this places on their companies, and prefer to see it as a tax.

In terms of *expanded staff capacity*, TVET colleges struggle to find staff who are both good at teaching and have the necessary industry experience. The staff capacity development was not undertaken in line with PQM expansion. While WBL for lecturers was found to be very beneficial, TVET lecturers are reluctant to participate in WBL. This was ascribed to lecturer workloads, administrative duties, and a lack of adequate support structures and incentives.

Further, most appointments of new staff were either in management or support positions, and the lecturer:student ratio increased during the programme period on average.

Part of the rationale for the Programme was to address the complex and confusing nature of the TVET PQM. However this could not be addressed by the Programme at college level. Curricula reviews and changes are required to ensure that TVET colleges can provide a broad set of programmes relevant to skills development needs. This requires the cooperation of all key stakeholders in the TVET sector. Further, accreditation of courses remains a big challenge, despite the relationships with SETAs.

6.5 What have we learned about the sustainability of the CECDP objectives for the TVET College sector?

The investment in the colleges had limited sustainability. Investments in facility upgrades are sustainable if they are adequately maintained. Some colleges have improved their project management capacity which will enable them to manage other projects like this in the future.

However, many colleges outsourced their training because they were not ready to implement a new PQM, hence the courses offered may not be sustainable if there is no future funding for outsourcing. Continuity of funding is important for college planning purposes and for reducing student drop-out rates. Hence time lapses should not occur between funding cycles (for example, between NSF I and NSF II).

7.   CONCLUSIONS

The overall aim of the programme was to enhance and expand TVET colleges' ability to produce sufficiently skilled graduates to meet the South African economy's needs. There is considerable diversity of experience by TVET colleges in every dimension considered. The results achieved by the TVET CECDP are mixed. The primary achievements in the first three years were to re-orientate the colleges in the direction of greater work integration, and to create stronger relationships in the post-school sector between the TVET colleges and the SETAs, and more partnerships with industry. Overall, the project was somewhat catalytic for the TVET sector to expand its capacity to deliver WBL and expand their course offerings.

The biggest gaps were firstly, that there was no plan to support the colleges through implementation of the non-financial aspects of the programme, and there was insufficient cooperation between the DHET and the NSF in this regard. Secondly, the narrow parameters of the funding affected the ability of the colleges to expand sufficiently. Quality suffered as a result. It is positive that the NSF and the DHET are continuing to support the TVET colleges through another round of funding, however a review of the funding model of colleges is necessary to support the expansion and sustainability of the TVET college system.

8. RECOMMENDATIONS

The detailed recommendations can be found at the end of the summary report.

R1.   A programme of this magnitude and complexity requires carefully consideration of design and planning that should include addressing all the inter-connected challenges in the system.

R2.   The NSF should to improve its processes for application and assessment of proposals

R3   To strengthen implementation, the NSF (in cooperation with the DHET), needs to ensure more support for colleges to implement the non-financial aspects of the grant to help colleges meet the objectives. This should include supporting communities of practice.

R4.   The administrative data monitoring systems at TVET colleges need to improve to facilitate better planning, and improved outcomes monitoring. The NSF can make better use of existing DHET information and monitoring systems, including to monitor throughput rates.

R5.   A higher level of emphasis should be placed on the development of entrepreneurship to enable TVET graduates to become self-employed as opposed to job-seekers.

R6.   The DHET should address low student throughput. A more in-depth study of this issue is recommended to inform solutions, covering student support services, career guidance and perceptions of the TVET college sector as an education provider of choice.

R7.   A clear policy framework for WBL is required which is aligned with labour legislation to clarify the legal responsibilities of those providing placements and avoid future disputes regarding learner employment status and compensation. Engagement with unions regarding WBL must also be considered going forward. Staff at colleges must be able to communicate the potential industry incentives to employers, and help them navigate the system.

R8   The Policy on Professional Qualifications for lecturers in Technical and Vocational Education and Training (Government Gazette Gazette No 36554 Notice 410, 11 June 2013) needs to be implemented urgently, yet in a considered and systematic way. It must occur in a systematic process of engagement with post-school sector stakeholders; must encourage ongoing staff development; and must encourage communities of practice. The role of the current funding model for TVET colleges in dis-incentivising staff development must be fully understood and addressed, and incentives for staff capacity building explored.

R9.   A concerted effort needs to be made at a sector level by the DHET and other PSET stakeholders, particularly SETAs, to ensure that the PQM is better structured and administered. A situation analysis should be conducted in this regard, and college staff need to improve their ability to design and administer course material and accreditation processes.

R10.   Since the findings show that there is great diversity among colleges, the DHET and the NSF can consider implementing more focused, targeted interventions at colleges where there is a match between the policy intentions of government and the strengths and capabilities of the colleges. Individual expansion and capacity development plans need to be developed with each college.

R11.   The funding model needs to be reviewed to provide certainty of funding and enable colleges to plan properly and hire appropriate staff.

A more detailed description of the above recommendations can be found at the end of the summary report.

SUMMARY REPORT

of the TVET College Expansion and Capacity Development Programme Evaluation

1   INTRODUCTION

1.1   Introduction

The implementation evaluation of the Technical Vocational and Education Training (TVET) College Expansion and Capacity Development Programme (CECDP), 2012-2015, was proposed as part of the National Evaluation Plan of 2015-2016. The evaluation was planned and commissioned by the Department of Planning, Monitoring and Evaluation (DPME) and the Department of Higher Education and Training (DHET). The evaluation was initiated in October 2016 and Southern Hemisphere was appointed as the independent evaluator. The evaluation was managed by an evaluation steering committee chaired by the DHET.

1.2   Background to the intervention

A critical need emerged after 1994 to substantially expand access to education and training, not only to take into account the needs of the youth who complete school but also for those who happen not to have completed schooling. The TVET college sector, however, experienced a negative reputation related to quality of provision and throughput, resulting in much lower enrolments than universities. Better quality would build confidence in the college sector and attract more learners. The National Development Plan (NDP) recommended a participation rate of 25% that would accommodate about 1.25 million enrolments compared to 300 000 in 2010 (NPC, 2012). Besides increasing enrolment, it was also important to improve the quality of TVET colleges by ensuring that the number of qualified lecturers was increased and the management and administration were improved. According to the Green Paper for Post-School Education and Training (PSET) (DHET, 2012a), TVET colleges were 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 (HRDC, 2014).

The National Skills Fund (NSF) was established in 1999 in terms of the Skills Development Act, Act 97 of 1998 (as amended), to support the implementation of the National Skills Development Strategy (NSDS). In October 2011, the Minister of Higher Education and Training requested the NSF to release a portion of the surplus (uncommitted) funds from the Discretionary Projects Programme to support the expansion of student enrolment in public TVET colleges. Following the Minister's request, the NSF set aside a budget of R2.5 billion for the CECDP. It was expected that approximately 102 000 more students/learners would access learning opportunities at TVET colleges through the above-mentioned NSF allocation of funding over the three-year period (2012-2015). (Terms of Reference for the Evaluation: DPME, 2016)

The CECDP was formally launched in August 2012 with the following objectives:

1. To improve student access to TVET colleges, particularly in artisanal-related and skills development programmes;
2. To improve student opportunities for Workplace-Based Learning (WBL), particularly through learnerships and internships;

3. To improve lecturer capacity to deliver programmes and improved administrative capacity in TVET colleges to support college operations and, more specifically, the NSF-funded programme;
4. To develop a broader and more relevant PQM offered by TVET colleges.

Although the CECDP preceded the White Paper for Post-School Education and Training (2013), it was aligned to it.

All publicly funded colleges were invited to submit proposals, with budgets, to indicate how they would address these specific objectives in their colleges. The grants process was administered by the NSF. All the colleges had to set up a dedicated bank account to administer and account for the funds, and provide regular reports.

1.3 Background to the evaluation

The purpose was to evaluate whether the CECDP had achieved its objectives and to assess the effectiveness of its implementation. The evaluation covered the period 2012 to 31 December 2015[1] and included all South African provinces.

The key evaluation questions addressed in this evaluation were:

- To what extent was the programme design relevant, appropriate and technically sound?

- To what extent was the programme effective in achieving its objectives?

- To what extent was the programme effectively implemented?

- To what extent was the programme efficiently implemented?

- How was the programme integrated with existing programmes at TVET colleges, and what implications does this have for programme sustainability?

- What key insights, lessons and recommendations can be offered for possible continuation of the elements of the programme at selected TVET colleges?

Methodology and approach

The evaluation process included a document review, a planning and inception meeting and a Theory of Change (ToC) workshop, and the steering committee played an integral role in these events. The instruments designed were informed by the document review, inception workshop and ToC workshop. The steering committee provided inputs and approved all deliverables including the ToC, fieldwork instruments, evaluation framework, coding report and report framework, and reviewed the draft report. A document review was conducted that covered the history and policy context of TVET in South Africa, programme documentation and monitoring and evaluation records. In addition, programme close-out reports from 44 out of the 50 TVET colleges were analysed as part of the document review.

Qualitative fieldwork took place at 15 colleges. Three colleges spread across rural, urban and peri-urban areas were chosen as case studies: West Coast TVET College, Gert Sibande TVET College and Port Elizabeth TVET College. A total of 71 semi-structured interviews and 17 focus group discussions were conducted as part of the evaluation. These interviews and discussions took place with principals, sector experts, lecturers, project managers, learning facilitators, employers, students (at case study colleges only) and the NSF and the DHET

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[1] However, some colleges received their final payment in December 2016.

employees. A quantitative survey targeted principals and project managers who worked at the 50 TVET colleges between 2012 and 2015 when the TVET CECD Programme was implemented. The survey questionnaire was compiled by iKapadata with the assistance of Southern Hemisphere[2]. In total, 60 representatives from 44 colleges participated in the survey, of which 20 interviews were conducted telephonically. The quantitative sample comprised 53% project managers, 33% principals and 13% other. The total sample for the primary respondents was 49% principals, 39% project managers and 16% other. See Annexure 2 for more details, including limitations and mitigations.

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[2] iKapadata is a survey research & data science company, and Southern Hemisphere is a socio-economic development consulting company specialising in planning, monitoring and evaluation.

2   KEY FINDINGS FROM THE DOCUMENT REVIEW

Background

Documents reviewed included the NDP, the Green Paper for Post-School Education and Training (2012), the White Paper for Post-School Education and Training (2013), and Medium-Term Strategic Framework 2014-2019 (MTSF). In addition, all relevant Acts and strategies were explored. Other literature, including books and peer-reviewed articles, also helped provide contextual information on the nature of TVET colleges in South Africa.

The NDP (NPC, 2012) described the TVET college sector as being ineffective, too small and having poor quality output. According to the NDP, many colleges lacked adequate capacity and were under-resourced and inefficient, although some colleges performed better and had the necessary expertise. More than half of college students were unable to find workplace experience. The low rate of employment of college graduates contributed to the sector's poor reputation, skewing post-school enrolment towards universities. In 2010, universities enrolled around 950 000 students while colleges enrolled about 300 000, universities thus having approximately three times as many students as TVET colleges (NPC, 2012). A pattern had emerged where students who were not fortunate enough to be granted access to study at a university would subsequently enrol at a TVET college (DHET, 2013). The NDP recommended a participation rate at TVET colleges of 25%, or roughly 1.25 million enrolments (NPC, 2012).

Restructuring

The Green Paper (2012) that preceded the White Paper on PSET (2013) stated that South Africa's history of apartheid and colonialism continued to foster inequalities and multiple forms of discrimination and that quality education provision needed to be strengthened alongside the expansion project of TVET colleges in South Africa (DHET, 2012a). According to the Green Paper, TVET colleges were to contribute to overcoming the structural challenges facing South African society by expanding access to education and training opportunities and increasing equity, as well as achieving high levels of excellence and innovation (HRDC, 2014).

The current structure of 50 public TVET colleges was created by merging former technical colleges, colleges of education and training centres and was a result of several reforms and restructuring programmes. Aside from the mergers in 2002, additional reforms included the recapitalisation of TVET colleges in 2005, and policy amendments to the Further Education and Training Act in 2006 and 2012 as well as the White Paper (DHET, 2013). The changes also involved rationalisation of college numbers and size, the introduction of new programmes and plans to phase out others, recapitalisation of infrastructure, new forms of college governance, shifts in line-function accountability of colleges, and shifts in staff employment regimes, with sporadic lecturer and governance training.

Funding

The Skills Development Act (1998) established the NSF and SETAs to finance PSET. The NSF receives a statutory allocation in the form of the Skills Development Levy (SDL). NSF expenditure has shifted from social development initiatives under the NSDS I to expanding access to vocational and technical training in line with NSDS III. The NSF was moved from the Department of Labour to the DHET in 2011.

The Expansion Programme

In 2010, National Accredited Technical Diploma (NATED) or Report 191 qualifications had the largest number of students enrolled publicly (DHET, 2016a). It was in this context that the Minister of Higher Education and Training launched the CECDP programme in 2012. The Minister directed the attention of heads of colleges to the plight of NEETs and R2.5 billion in national skills funding was dedicated solely to the 50 TVET colleges for their programme-related activities. A further R1.5 billion from the fund for infrastructural improvement was added, a total of R4 billion in NSF funding over three years. The objective was to reach one million TVET enrolments by 2014 (DHET, 2012b). This initiative was also intended to be a driver and catalyst for community development, and to tackle unemployment and poverty (DHET, 2012b).

The National Skills Development Strategy – NSDS III

The CECD programme had express support in the NDP which recommended the strengthening of the institutional capacity of vocational education and training institutions. (NPC, 2012). The programme was also in line with the NSDS III (DHET, 2012c). The NSDS III is the overarching strategic guide for skills development and provides direction to sector skills planning and implementation in the SETAs. It provides a framework for the SDL resource utilisation of these institutions as well the NSF, and sets out the linkages with, and responsibilities of, other education and training stakeholders (DHET, 2012c).

White Paper

The 2013 White Paper set out the vision for the post-schooling system and the principles governing that vision, as well as the policies which would be developed and implemented over the years from 2013 to 2030. The core aims of the White Paper were to increase the student enrolment numbers of TVET colleges from one million to 2.5 million by 2030, to improve the colleges' management and governance, develop the quality of teaching and learning, increase student responsiveness to local labour markets, improve student support services, and develop infrastructure. One of the key strategies envisaged by this policy was partnership with employers. As a policy directive, the White Paper emphasises the crucial role of technical and vocational education and sets out strategies for transforming it further. The NSF was also established to support priority skills and innovative research in high-level occupationally directed programmes from universities to the workplace.

DHET turnaround strategy

In support of the objectives set out in the Green and White Papers the DHET established a Turnaround Strategy for FET Colleges (DHET, 2012d) to address key challenges associated with dysfunctionality in colleges and to ensure a marked and sustainable improvement in the quality of teaching and learning delivery. According to the DHET (2012d), 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, with some of the activities running concurrently, including strategies, stabilising interventions and institutional development. Other initiatives included the development of professional qualifications for lecturers in TVET to better prepare TVET teachers and trainers.

Medium-Term Strategic framework (MTSF) 2014-2019

The MTSF is government's strategic plan for the 2014-2019 electoral term. The priorities

identified in the MTSF are incorporated into the plans and programmes of national and provincial departments, municipalities and public entities. The MTSF recommends the building of a strong relationship between the college sector and industry. The framework promotes a skilled and capable workforce to support an inclusive growth path. It encourages the expansion of TVET college campuses and student accommodation. It envisaged the number enrolled in TVET colleges to increase from 670 455 in 2013 to 1.238 million in 2019.

The growth and expansion of TVET colleges

The DHET reported that the growth, expansion and performance of institutions within the TVET sub-sector were strategic priorities for the Department. The NDP and the White Paper mandated the Department to expand the provision of education and training within the college sector. To this end, the DHET reported increases in TVET college enrolment, learnership registration, internship registration and registrations in skills development programmes between 2009 and 2014 (DHET, 2016c).

However, reports indicated that the rate of expansion envisioned in the White Paper and other documents had not been attained. In addition, the detailed analyses of the programme outcomes, and the success rates or the throughput rates of the different programmes and levels, showed cause for concern. In 2014, the average national completion rate for National Certificate (Vocational) NC(V) Levels 2 to 4 was 31.7% for Level 2, 30.4% for Level 3 and 34.4% for Level 4. The DHET found that a significantly large number of students, irrespective of qualification types and gender, who wrote and were eligible for completing a qualification during the 2014 academic year, did not successfully completed the relevant qualification (DHET, 2016).

Ongoing challenges

Other challenges within the TVET system were identified, namely, the low enrolment of learners, staffing vacancies and the provision of life-long learning (Papier, 2011: 103). In addition, the Auditor-General of South Africa (AGSA), in his education sector report, found that the skills development sector did not have a coherent and uniform monitoring and evaluation framework to assess achievement of outcomes and the impact of skills development or an integrated mechanism whereby SETAs and other skills development role-players could share their monitoring and evaluation findings (AGSA, 2016: 49).

The TVET system had to grow substantially to be responsive to changing labour market and individual needs, and yet be flexible enough to address skills imbalances and shortages. This required a responsive, properly planned and effective TVET system. A big-bang approach was not an option for this sector. The ambition to expand student numbers and the responsibilities of the TVET colleges must recognise the limited resources available in this sub-sector. The priority should first be to stabilise the system, while providing clarity about its vision and role in the PSET system (DHET, 2016 Strategic Plan, 2015-2016–2019-2020).

The CECDP was introduced to address some of these challenges, and is described below.

3   THEORY OF CHANGE OF THE PROGRAMME

A retrospective ToC was developed with representatives from the DHET, the NSF and the DPME at a workshop as part of this evaluation. A draft ToC was used to inform the process; it had been drawn up previously by the DHET/NSF but never finalised. The reconstructed ToC works from the perspective of the NSF as the implementing agent, and any changes that occurred at the TVET colleges were considered outcomes.

As shown below, the ToC has four pathways of change relating to the four outcomes areas of the CECD programme, namely expanded student access, expanded WBL, expanded staff capacity and expanded PQM. As the programme was to be implemented by the NSF, the outputs relate to the three main management functions of the NSF namely:

1. Timely and sufficient disbursement of funding by the NSF;

2. Effective management structures are set in place by the NSF;

3. Well-structured and coordinated monitoring systems are established.

The ToC postulates that if these outputs were well achieved, and the colleges did what they proposed as the basis of their agreement with the NSF (immediate outcomes), then the intended intermediate and longer-term outcomes would be achieved. The overall goal for the TVET CECD Programme is to contribute towards a skilled and capable workforce to support an inclusive growth path (Outcome 5 of the MTSF, 2014-2019). The CECDP aims to contribute to this by equipping TVET learners with skills relevant to the needs of the South African economy.

In short, these outcomes will be achieved through the following pathways of change:

- Pathway 1: if the colleges put in place adequate systems for managing expansion (particularly for increasing student enrolment, funding for students and having appropriate infrastructural and project management capacity); and

- Pathway 2: TVET colleges establish effective mechanisms for WBL that are relevant to the needs of industry; and

- Pathway 3: college lecturers are sufficiently capacitated to deliver on the mandate of the TVET colleges in terms of relevant content knowledge, technical knowledge and pedagogical skills; and

- Pathway 4: the colleges have a broad set of programmes that are relevant to the needs of the economy, society and the learners.

- If this is the case then the following outcomes will be met: the graduates from the TVET colleges will have technical and other skills relevant to the needs of the South African economy.

The key assumptions underpinning this TOC are listed below. These assumptions have been checked through the evaluation process, and are addressed in the lessons learned and recommendations. The full list of assumptions is contained in the ToC in Annexure 3, and they are summarised here:

From activities to outputs

- That colleges have sufficient management and institutional capacity to implement the project effectively and efficiently.

From outputs to outcomes

- That TVET colleges have the necessary policies, structures and protocols and know-how in place to enable them to improve and expand their WBL, lecturer capacity development and expanded PQM;

- Additional resources are available from the fiscus to accommodate student number increases, in particular for additional infrastructure;

- That TVET colleges have suitable and appropriate partnerships in place with employers, industry stakeholders and SETAs, or if not, that colleges will be able to establish agreements that will lead to more WBL opportunities, and that these will be sustainable;

Outcomes to goal/impact

- Finally, skills development and learning outcomes will improve depending on favourable legislation and the growth of the South African economy.

MTSF Outcome

A skilled and capable workforce to support an inclusive growth path
(Outcome 5: Medium-Term Strategic Framework)

Long-term outcome

Graduates from TVET colleges have technical and other skills relevant to the needs of the South African economy

Intermediate Outcomes

1. Student access to TVET colleges is expanded

2. Student access to workplace-based learning – through apprenticeships, internships and learnerships – is expanded

3. TVET colleges have sufficient and well-capacitated staff

4. TVET colleges provide a broad set of programmes through an expanded PQM

Immediate Outcomes

1.1 There are adequate facilities and student accommodation (infrastructure = buildings, IT, equipment).

1.2 College systems are in place for effective student registration and enrolment management.

1.3 Colleges have access to funds to support higher student intakes.

2.1 Dedicated work placement capacity is established in each college.

2.2 An information system for WBL placement and tracking is established.

2.3 There are adequate and well-communicated incentives for industry.

2.4 TVET colleges identify relevant industry partners.

2.5 Agreements / MoUs / protocols are set in place to establish partnerships with SETAs, industry and workplaces.

3.1 TVET colleges undertake an audit to identify skills gaps.

3.2 Relevant lecturers are recruited and appointed.

3.3 Relevant programmes for lecturers are identified, planned and rolled out.

3.4 TVET college lecturers are provided with good quality programmes to enable knowledge and skills development.

3.5 TVET college lecturers gain access to WBL opportunities.

4.1 TVET colleges undertake a needs analysis on the PQM as well as an analysis of local economic needs.

4.2 Relevant programmes are developed.

4.3 Quality assurance processes are developed and institutionalised to enable accreditation of new programmes.

4.4 Partnerships are established with SETAs.

Timely and sufficient funding disbursements (NSF)

Effective management structures are set in place (NSF and college level)

Well-structured and coordinated monitoring systems are established (NSF and college level)
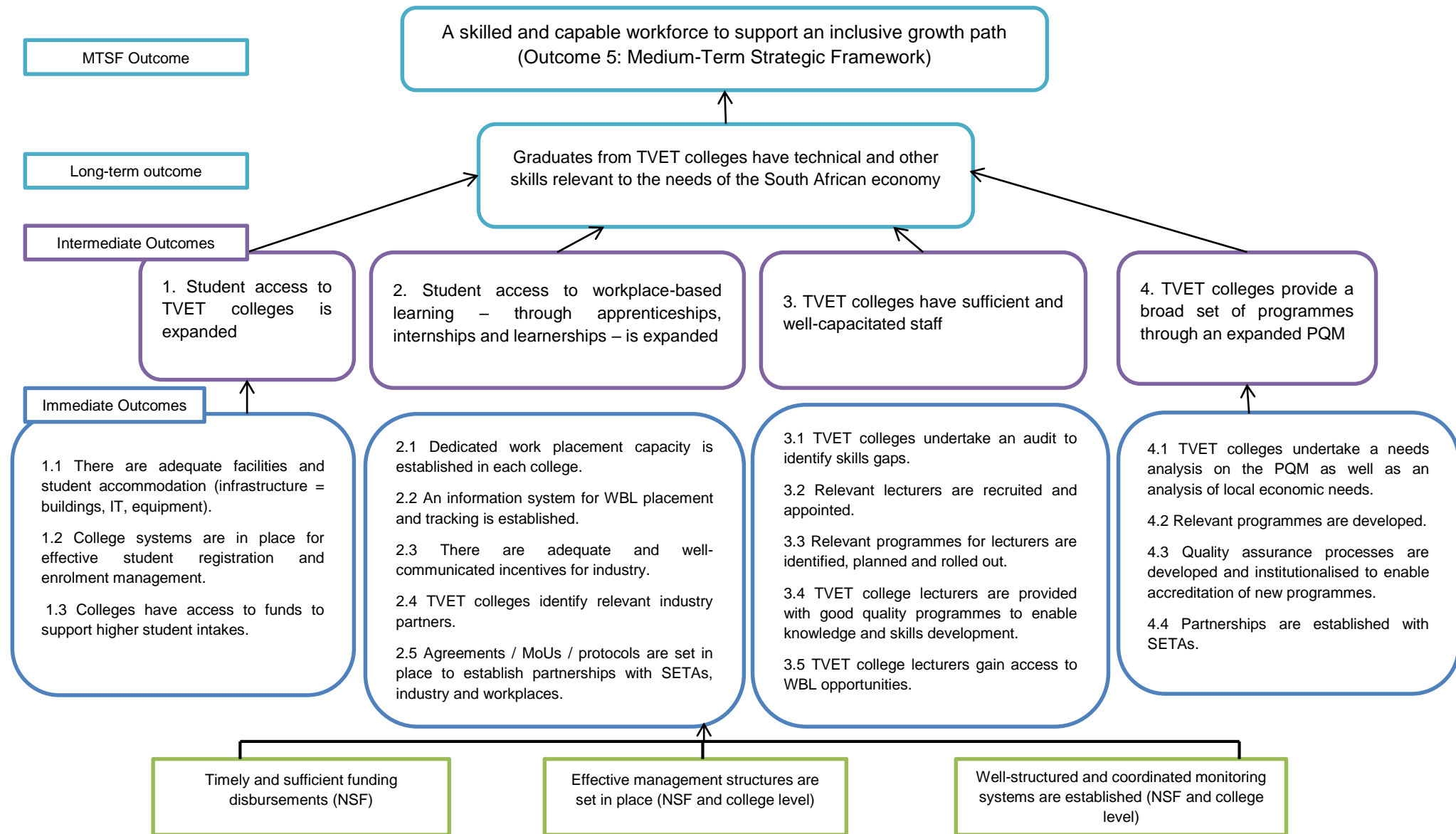
Figure 1 CECDP ToC diagramme

4   FINDINGS FROM CASE STUDIES

Three case studies were conducted to get a sense of implementation in different settings. Three different sites were selected from three provinces representing different geographic and economic service areas such as urban, peri-urban and rural. The colleges selected were West Coast TVET College (Western Cape – peri-urban), Gert Sibande TVET College (Mpumalanga – peri-urban / rural) and Port Elizabeth TVET College (Eastern Cape – urban / peri-urban). The case studies show that the colleges implemented different objectives based on their needs, and that each was able to make some progress, although the baseline was fairly low.

4.1   Gert Sibande TVET College

The four objective areas of the TVET CECDP were well aligned to the strategic plan of the college. The funding allowed for existing work to be further expanded. This was a strength of the programme as it increased ownership and buy-in from college staff.

The strategies employed to encourage enrolment of students were successful to the extent that they had to deal with over-enrolment. This included marketing the programmes at schools, interviewing and assessing students to ensure that there was a good fit with the programme, providing funding, and upgrading its facilities to provide more skills-based training. Despite the college's strengths, it did face a number of challenges such as insufficient accommodation, which makes access a challenge for rural students. The biggest challenges the college faced with regards to WBL included the availability of WBL opportunities, inadequate preparedness of students for a professional environment and insufficient on-site support.

4.2   Port Elizabeth (PE) TVET College

As part of the CECD Programme, PE TVET College expanded its PQM. New occupational programmes include New Venture Creation (NVC), Early Childhood Development and Hairdressing. This college provides a good practice example of expanding the PQM based on a consultative process and thorough needs assessment.

The programmes chosen were responses to local, provincial and national priorities, which focus on encouraging entrepreneurship and improving early childhood development/learning. Key stakeholders such as the academic board were significantly involved in programme implementation which ensured good buy-in and quality control. The key lessons learnt are that good project management, stakeholder consultation and a strong lecturing/facilitation team enables implementation.

Learners interviewed were critical of the ability of industry to facilitate a constructive and practical WBL experience. The challenges experienced with WBL in this college highlight the importance of setting up a placement unit to facilitate placements, as this cannot be the responsibility of lecturers, facilitators and/or the project manager.

4.3   West Coast TVET College

West Coast TVET College focused on all four objectives of the TVET CECD Programme. The college used its strategic plan to inform the main areas of focus and to assess the human resource requirements for the projects. The college relied on available data in the province, specifically from the Provincial Higher Education Forum and data made available

via the Western Cape College Forum. The provincial government and the City of Cape Town provided up-to-date information about un/employment rates, regional demographics and other relevant information. Its five campuses are positioned to cater for skills needed in different rural areas of the Western Cape. The NC(V) and NATED programmes are continuing and the numbers are stabilising. The college growth area now is the occupational sector. This is in line with the focus of the second round of NSF support.

5   KEY EVALUATION FINDINGS

5.1   Relevance of design

To what extent is the programme design relevant, appropriate and technically sound?

The overall design that informed the stated objectives and set the targets for the programme remained at the national level with the NSF and the DHET. There is no indication, except through the launch event, that the programme intent was systematically shared with colleges. All respondents at the level of the college were unaware of any research that was undertaken to inform the programme design.

The programme design was relevant to and informed by the policy imperatives and identified skills needs in the country. The objectives outlined in the programme design were relevant to the policy needs and in line with the TVET college objectives. However, the programme design was not appropriate to the capacity of many of the TVET colleges to implement, and was based on many unverified assumptions. For example, the technical support aspect of the project was not thought through since no technical assistance was provided to colleges with the implementation of new areas such as WBL or with new qualifications in the form of subject or curriculum advice.

The funding objectives were relevant to some of the needs of the TVET colleges, but because the programme had a narrow scope it resulted in inefficiencies, and possibly expanded inequality between colleges. According to a comment by the NSF respondent, colleges generally asked for what they were used to.

The NSF was only able to provide financial management assistance, and this it did well.

The main conceptual gap was insufficient attention to how to ensure throughput, the quality of programmes and sufficient student support (including financing transport). Closer cooperation between the DHET and the NSF on the quality and technical support aspects was required.

Conceptual clarity and programme logic – strengths and challenges in programme design

The main underlying assumption of the programme was that if students were skilled, then they would get jobs. A key strategy and strength of the design was the funding for students and/or stipends provided. However, they often were unable to cover all students' expenses.

Another critical challenge that was not considered was how to support students who were poorly prepared. Most of the challenges raised at the colleges about the programme design related to matters that were out of scope of the programme funding. Nevertheless, most respondents expressed gratitude for the funding opportunity.

5.2   Presentation of findings for effectiveness of programme implementation

To what extent were the approaches, strategies, mechanisms, processes and procedures adopted by the NSF and the TVET colleges to implement the programme appropriate and effective?

5.2.1   Effectiveness and appropriateness of management strategies by the NSF

Since the NSF was the implementing agency for this programme, the outputs relate to what

the NSF did to manage the programme effectively. The NSF had three main roles to play in terms of the logframe with regard to management, namely timely and sufficient disbursement of funding; effective management structures; and well-structured and coordinated monitoring systems.

5.2.1.1 Timely and sufficient disbursement of funding

Application process

All 50 TVET colleges were invited by the NSF to submit proposals for grants for the CECDP. They were provided with a guideline document and template to complete. Only 30% of the colleges responded in time with proposals. The NSF provided support to colleges to ensure that their projects were in line with the eligibility criteria. The NSF released funds to all 50 of the colleges in the interim and allowed them to retrospectively account for this funding.

The survey results show that colleges were mostly satisfied with the financial management and NSF support with grant management and disbursements. The majority of survey respondents (77% of 26 colleges who responded to the question[3]) found the application process easy to follow, and 93% found the proposals useful as a guideline for implementation. The most cited challenge for those who did not submit proposals immediately was insufficient time allowed. However, time was not a barrier for those colleges with strong strategic plans.

Disbursement

There were some concerns about the disbursement process at the NSF. While 62% of survey participants agreed that the disbursements were paid timeously, 18% of colleges strongly disagreed with this statement. The delays seem to have been caused by poor reporting, but once reports were submitted and approved, disbursements were released to the colleges timeously. In total, 27% of colleges indicated that they had not reported on time.

Sufficient funds

Of the 44 colleges that responded to the survey question, 79% said that the funds received had been sufficient for project implementation. Insufficient funding was mentioned as a challenge by six colleges in the close-out reports (22%). The examples provided by colleges where funds were not sufficient related mainly to things that were outside the scope of the grant. Other aspects could have been included in project funding had they motivated sufficiently for it, but the scope of funding was not clear to all colleges.

5.2.1.2 Establishment of effective grant management structures and monitoring systems

Grant management structures

The management structures that needed to be established by the NSF were mainly for grant management purposes, including reporting on financial and non-financial data. The key was requiring colleges to have a separate bank account for the project, and to provide all evidence of all expenditure. The NSF had project managers work with the colleges in each province, and 79% of colleges agreed that they had received adequate support from the NSF. Hence, programme participants were satisfied with the programme management

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[3] This question was only asked of the principals as we assumed that the project managers would not have been involved in the proposal writing.

support provided by the NSF, but would have preferred more technical inputs.

Monitoring systems

The NSF established a monitoring system for the project that focused on budgets, enrolment and delivery, not on quality or throughput. The NSF does not monitor quality of teaching, and training outcomes such as drop-out and pass rates.

The NSF provided reporting templates to the colleges and they were required to report quarterly and annually and to provide a close-out report. Close-out report were received from 44 of the 50 colleges. The NSF grant managers visited the colleges monthly, and assisted with reporting.

Most respondents in the survey indicated that they had had a positive experience of the NSF M&E system, 86% of respondents had found the M&E systems helpful for reporting to the NSF, whereas 88% said that they had used the financial reporting systems regularly. The negative comments received about the M&E system concerned the amount of paperwork needed, and changes in NSF evidence requirements.

5.2.2 Project management strategies adopted to implement the programme at college level

Colleges also had to provide narrative reports annually and, in the close-out report on governance, project management, project administration, M&E and risk management. Fewer than half the close-out reports received reported on project organisation and management but 33 reported on project administration. What was most commonly reported on was the project management team, its duties and involvement. The size and make-up of the project teams differed across colleges, which is to be expected.

5.2.2.1   Levels of capacity of the TVET colleges to manage the programme

The majority of colleges who responded to the survey question on management capacity (n=37) indicated that they had sufficient project management capacity (67%), but there was room for improvement. Of the 44 colleges that responded to the survey, 22% did not have sufficient administrative capacity to implement the project. Very few colleges made use of additional support staff.

While a number of colleges struggled with administration in the beginning they were able to get up to speed by the end of the project, with the support of the NSF and by hiring additional staff at a management level. In terms of financial management, all the colleges were compliant with the NSF requirement to open separate bank accounts.

5.2.2.2   Monitoring of programme implementation at college level

Most of the close-out reports reviewed reported on M&E: (36 out of 44 reports). However, it is clear that most colleges view it as a compliance function and that M&E capacity varied widely between colleges and, in one case, between programmes[4]. Only six of the colleges reported planning the evaluation at the start of the project or using either a project plan or detailed M&E plan.

There were also a number of M&E challenges reported by colleges. They included a lack of M&E tools due to a lack of project charter, lack of following-up on warning items, not enough

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[4] The college found some programmes well managed well but others not due to differing levels of funding.

people to conduct monitoring and staff leaving. There were also challenges with consolidating all reports and the resultant delays in the second payment to the colleges' NSF account. Another general challenge with M&E was that colleges were required to track existing and new beneficiaries separately.

Only one respondent in the qualitative interviews raised a concern about outcome data: one college deputy principal expressed general frustration about the level of administrative data available for his college, which he found insufficient to determine their return on investment.

5.2.3   Successes and challenges of the programme implementation

NSF

The **process of getting proposals** from colleges was challenging for the NSF. Although it did provide a Guideline for FET Grant Applications (November 2011), it was still quite broad and was interpreted differently by the colleges. There is no evidence that the NSF carried out any due diligence to assess the colleges' capacity to implement the programme.

The primary function of the NSF was **grant management**, and the NSF managed to effectively implement detailed financial management and reporting systems for colleges. The NSF also provided support in terms of grant managers to assist with the financial reporting using standardised templates, and guidelines for procurement. On the whole, the colleges agreed that the **funding was sufficient** to implement what they had proposed to deliver, but challenges remained with aspects that were not funded.

The NSF allowed for colleges to establish **strong project management** systems by providing a budget for project management and administration. However, not all the colleges made effective use of this budget, instead appointing existing staff as project managers.

Colleges were not used to collecting detailed student data and it took considerable time and effort for them to set up these data management systems. In addition, there was no overarching M&E framework, guideline or plan that governed the project. This was a weakness.

Delays by colleges in reporting to the NSF resulted in delays in funding to the colleges, which caused problems for the colleges and the students. This had knock-on effects on student placements and drop-outs. Also, there was no attempt by the NSF to create linkages between colleges which could encourage communication, learning and sharing.

College level

The main implementation challenges experienced by colleges included:

- The NSF financial system was different to those used by the colleges, and required detailed verification of all expenses. Also, the financial years of the DHET and the academic year of the TVET colleges did not align, making reporting and analysis of the enrolment figures a challenge.

- Retaining project management staff who had been hired on contract due to the short-term funding. Also, there were systemic constraints as organograms prescribed by the DHET had not changed to match their changing mandate.

- Coordinating the gathering of data from multiple sources was an ongoing challenge as was verifying information on academic progress from external providers. The distances between campuses made it difficult to monitor implementation.

- A few colleges mentioned that information management systems were a challenge.

- Administrative capacity to manage new aspects such as WBL needed to be established. A big challenge for colleges was the administration of stipends and tracking of students.

- One college mentioned that the relationships with the community could become a challenge if community members questioned the selection of those who received funding and jobs through the college. This could indicate a problem in how the community understands the role of the college, or it could indicate some abuse of funds at the college.

- The short-term nature of the funding inhibited planning ability.

5.3 Presentation of findings for efficiency of programme implementation

Key evaluation question: How efficiently was the programme managed and administered?

5.3.1 Allocative efficiency - Is the allocated budget being fully spent?

An important first metric of financial efficiency is to consider the extent to which allocated budgets were spent. These figures all refer to fiscal funding as the data source is the PSET data from the DHET (2016). There are two measures used in the analysis: the first is the contracted amount, and the second is the total payments made. A ratio of one means the budget has been fully spent; less than one implies underspending; while greater than one suggests overspending. Across all TVET colleges[5], the ratio is 0.79. On average, just under 80% of contracted budget amounts have been spent, but there is considerable variation among colleges.

5.3.2 Productive efficiency - Does the budget allocation reflect stated programme objectives and goals?

Three key objectives of the programme were to expand student access to TVET colleges, to ensure that TVET colleges had well-capacitated staff, and that TVET colleges should provide a broad set of programmes through an extended PQM. We are able to utilise the existing statistics from the DHET's Statistics on Post-School Education and Training in South Africa reports for the period 2012-2015, to at least assess the extent to which: (a) staff complements at TVET colleges have changed, (b) programme offerings have changed, and (c) the number of learners have increased.

5.3.2.1 Increasing the number of well-capacitated staff

An important aspect of producing well-trained TVET graduates is to ensure that TVET colleges are appropriately staffed. Thus, in relation to staff capacitation and development, the available data based on fiscal and other funding suggests that:

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[5] The following colleges' contracts did not fit into the 2012-2015 period: Sedibeng TVET College, Eastcape Midlands TVET College, False Bay TVET College, West Coast TVET College, Vhembe TVET College, Northern Cape Rural TVET College, Buffalo City TVET College, Lephalale TVET College, Tshwane North TVET College and Tshwane South TVET College.

- Staff complements have increased by 8% over the programme period, and these increases are positively related to project budget expenditure;

- At a sector level, the largest increases in staff cohorts were at the management level but this might be due to low base levels. The CECDP funds were mainly used to hire lecturers and support staff as intended;

- CECDP was intended to increase both lecturing and management capacity at the colleges. Where budgets were more fully spent, there were slightly larger changes in numbers of lecturing and support staff than in management; and

- There is considerable heterogeneity of experience among TVET colleges.

5.3.2.2   Learner enrolments

A critical component of the programme was increasing the number of learners at TVET colleges. Data for fiscal and other funding between 2012 and 2013 suggest (DHET, 2017: 28):

- Over the period 2012-2015, enrolments increased by 12% but in the year before the Programme between 2011 and 2012 enrolments increased by 64%. The NSF allowed colleges to use some of this funding to pay for the over-enrolment if colleges could validate their claims. The largest share of this increase in enrolments over the programme period were for female students and African students;

- Significant diversity in learner enrolment among TVET colleges: some colleges experienced very rapid growth of numbers of learners while others experienced decreases.

5.3.2.3   Student enrolments and qualification type

As stated earlier, a key objective of the programme was to ensure that TVET colleges provide a broad set of programmes through an extended PQM. To explore this, we examined changes in learner enrolment by qualification category for 2012-2015:

- Over the period 2012-2015, TVET enrolments increased by 12%. Between 2011 (the year prior to the programme) and 2012, enrolments increased by 64%.

- Colleges where larger shares of the contracted budget had been spent, had experienced an increase in full-time student enrolments and decline in part-time students.

- Since 2012 there was an increase in the number of students enrolled in N1-N6 programmes, followed by NC(V) programmes. There was a decline in student enrolments in occupational qualifications and other programmes.

- Most institutions experienced an increase in the staff:student ratio.

- There was significant heterogeneity in learner enrolment among TVET colleges.

5.3.2.4   Cost efficiency in relation to programme beneficiaries

While the evidence suggests a positive relationship between budget expenditures and student enrolments, student enrolments need not be a good reflection of the number of programme beneficiaries. The data suggest that just over 61 000 individuals were beneficiaries of the programme during the 2013-2016 period. Beneficiary numbers had been

largest during 2013 and 2014, tapering off in the 2015-2016 period, as one might expect.

- Beneficiaries comprised 3% of total student enrolments in the 2013-15 period. The magnitude of the effect, therefore, was quite small in relation to total students. There is, however, a positive relationship between the share of contract budgets spent and the total number of beneficiaries.

- There is heterogeneity in beneficiary numbers and programme cost per beneficiary according to college.

5.4 Results

To what extent was the programme effective in achieving its objectives?

In this section, four main objectives of the programme are assessed, namely expanded access, expanded WBL, increased staff capacity and improved/expanded PQM.

5.4.1 Achievement of outcomes for Key Objective 1: Student access to TVET colleges is expanded

The ToC considers three key aspects that should facilitate expanded access and increased enrolment of students. These are adequate facilities and equipment; improved registration and enrolment systems, and student funding.

5.4.1.1 Increased student numbers

NSF spreadsheets indicate that 61 606 students were counted as beneficiaries of the programme. This was considerably short of the intended 102 000. The programme did not fund student fees. This enrolment was made possible by an increase in NSFAS funding, and the NSF allowed a portion of the CECDP funds to be used to fund the over-enrolment of students in the colleges in 2011-2012. There are no figures available for the number who successfully completed their studies.

There are still perceptions that colleges provide an inferior education and this affects demand, but this is changing, particularly if funding for fees is made available through NSFAS and as qualifications become more aligned to market demand. Colleges are also limited by their infrastructure and staff capacity with regard to how many students they can take in. Increasing quantity will affect quality unless these other systemic factors are addressed.

5.4.1.2 Facilities and student accommodation

While infrastructure and student accommodation development were not part of the TVET CECDP, key assumptions of the programme were that TVET colleges would have the necessary resources to enable the achievement of programme outcomes and that the funding model was sufficiently flexible to allow for additional infrastructural procurement to accommodate student number increases. The majority of the participants in this evaluation reported that college facilities were insufficient and hence not conducive to the expansion of student access. Key challenges included a lack of infrastructural development, inadequate student accommodation, limited and outdated college equipment, a lack of teaching aids and tools, and inadequate IT facilities. Funds were available through this project for upgrading equipment, such as kitchen equipment and computers, but not for new facilities. It was raised at the validation workshop that this condition could further exacerbate inequalities between

colleges and privilege those that already had infrastructure. For example, those with existing infrastructure (such as a kitchen) could upgrade their equipment, but those without a kitchen could not get one built.

Only one close-out report noted an infrastructural development project implemented. However, nine of the 15 colleges in the qualitative sample referred to building purchases and/or renovations or to facility upgrades that had taken place at their colleges within programme timeframes. Such projects included the establishment of new campuses; campus improvements such as student support centre and library renovations; the equipping of workshops and media centres; and the establishment of simulation rooms. Only 13% of the 60 respondents who had completed the survey indicated that infrastructure had been a key benefit of programme participation.

Respondents noted that the over-enrolments at the start of the programme had impacted negatively on the quality of teaching and learning. Two of the colleges that participated in qualitative data collection believed that many colleges had not been adequately prepared for the expansion of student access and that during this time, staff, infrastructure and equipment constraints had quickly become apparent.

5.4.1.3 Systems for effective student registration and enrolment management

The majority (65%) of survey respondents (37) indicated that college enrolment and registration had improved as a result of the TVET CECDP. Similarly, eight of the 15 colleges included in qualitative data collection reported that improvements to student registration systems and processes had been undertaken over the course of the programme, even though they could not confidently directly attribute this to the project.

In sum, while the programme fell short of the intended target for Objective 1 – increased access, and reached 61 606 students, colleges have improved their systems for recruitment, enrolment and registration, and respondents believe perceptions of TVET college education are changing to the positive.

5.4.1.4 Students who were supported through the allocation of TVET CECDP funds

Financial assistance is of particular relevance in the TVET sector, given that much of its focus is on persons who are classified as NEETs (DHET, 2017).

NSF beneficiary reporting spreadsheets note 61 606 TVET CECDP beneficiaries. Although programme beneficiaries comprised, on average, only 3% of the total of those accessing TVET colleges, the majority of survey respondents (65% of 60 respondents) felt that student funding had been a key benefit of programme participation.

5.4.2 Achievement of outcomes for Key Objective 2: Expanded student and lecturer access to WBL through apprenticeships, internships and learnerships

There are three main aspects of the project related to expanded WBL, namely establishing institutional capacity to managing WBL, incentives for industry and partnerships with key stakeholders.

5.4.2.1 Expanding and establishing institutional capacity for managing WBL

The number of students who accessed WBL through the CECDP is not available. However, input obtained during primary data collection indicated that there was an increase in the number of students accessing WBL. Such an increase was reported by 12 of the 15 colleges

that participated in qualitative data collection. Survey respondents concurred, with 72% agreeing and 28% strongly agreeing, that the TVET CECDP had enabled better WBL opportunities for students. There is no data from the CECDP to validate this claim.

It appears as though a number of WBL placement units had been established prior to the programme roll-out. However, just under half (45%) of survey respondents noted that such dedicated capacity had been established as a direct result of the TVET CECDP.

The majority of survey respondents either strongly agreed (18%) or agreed (61%) that their colleges had improved their WBL placement information systems as a result of the programme, while respondents from 10 colleges noted examples of WBL management and/or WBL information management that were being implemented at their respective colleges during the programme timeframe.

5.4.2.2   Buy-in from industry partners for WBL

Establishing partnerships is critical for successful WBL. Colleges need to have partnerships with both employers (to provide work) and SETAs to assist with this. Partnerships were also noted by the majority of survey respondents, and included relationships with industry associations, local government departments, small and large businesses, local non-governmental and community-based organisations, and other public sector institutions such as schools and hospitals. This relationship with the public sector for WBL purposes was a positive, unintended outcome for the programme. While this was undertaken in an attempt to address the shortage of WBL placement opportunities in the private sector, it might be argued that there were substantial benefits to public sector institutions, such as schools and hospitals, as a result of the additional (free) capacity.

Respondents observed that there had been an increase in the formalisation of partnerships with SETAs, industry and workplaces. Eight of the 15 participating colleges reported that WBL protocols were in place, while 10 of the 15 colleges reported that formal agreements/MoUs were being set in place with college WBL partners.

The CECDP allowed for colleges to allocate stipends to students undergoing WBL, which was a critical success factor. Provision of stipends to students for WBL reportedly incentivised many employers to take on students. Colleges reported that there was limited incentives perceived by industry to claim their SDLs due to the administrative burden that this placed on small or medium-sized companies. Only two evaluation respondents reported engaging with industry members regarding the SDL in an attempt to expand student WBL placements. The key challenge here was that there was no occupational dispensation governing this relationship, and hence some employers were reluctant to take on learners who they were not employing (the colleges remained the employers if they are paying the stipend).

5.4.3   Achievement of outcomes for Key Objective 3: TVET colleges have sufficient, well-capacitated staff

The intention for this objective was that colleges would be able to expand and develop the capacity of their staff to manage bigger student numbers and an expanded PQM and have more relevant industry experience. Colleges could either recruit new staff, or upskill existing staff, or do both. Most did both.

5.4.3.1 Capacity development

There is high agreement from respondents that the TVET sector presents a particular challenge in terms of the skills required of teaching staff. While a sound level of industry knowledge and practical skill is required, so too is a level of pedagogical skill. Staff that possess both skills sets are scarce and difficult to source. Reported skills gaps among college lecturing staff fall into either one (or both) of these categories.

Capacity development of staff should have been based on an analysis of the skills needs and gaps. It appears that all the colleges that participated in the survey have systems in place to identify skills gaps, including skills audits and the use of individual development plans.

For upskilling, the focus was on training in teaching skills (68% of 22 survey respondents), followed by training in technical knowledge and skills (50% of survey respondents) and, lastly, content knowledge (36% of survey respondents).

There was insufficient data to report accurately on the *number* of lecturers that had participated in capacity development programmes. The majority of the survey respondents either agreed (70%) or strongly agreed (20%) that lecturing staff had received training to upskill and top-up their capacity during the implementation of the TVET CECDP.

A key challenge to providing lecturers with capacity development is the limited range of available programmes for those working in the TVET sector.

The majority of survey respondents either agreed (65%) or strongly agreed (20%) that the training provided to staff as a result of the TVET CECDP had been effective. Similar feedback was obtained in the course of qualitative data collection, where lecturers, principals and project managers reported that the training programmes that had been provided were of good quality and relevant to staff needs.

Access to WBL is another strategy for upskilling lecturing staff at TVET colleges. The number of lecturers who accessed WBL over the programme period was not consistently recorded in the submitted college close-out reports. However, the majority of survey respondents (68%) felt that there had been an improvement in WBL opportunities for lecturers as a result of the TVET CECDP. There is no CECDP data to validate this claim. Qualitative data however reveals mixed perceptions of the success achieved in this area. Challenges include a lack of lecturer support for WBL purposes, high workloads and limited time, and hence a lack of staff motivation to participate in work placements.

5.4.3.2 Recruitment and appointment of lecturing staff

While the PSET sector statistics (see below) indicate that most staff appointments were managerial, the colleges indicated in the evaluation survey that most of their appointments were for lecturing staff. The financial analysis suggests that colleges that spent more of their CECDP budget also showed increases in lecturing staff. This could explain the discrepancy – while the PSET statistics reflect all the colleges, the survey was only completed by 44 of the most motivated colleges.

Looking at PSET sector statistics, it is evident that there has been an 8% increase in staff complements at TVET colleges over the programme period, and that the largest increase was among management level staff, followed by support staff and, lastly, lecturers. As discussed previously, it is evident that colleges have generally experienced an increase in lecturer:student ratio, ,in the light of a 12% increase in student enrolments, is to be expected. This indicates that in the majority of the colleges there are insufficient lecturing staff to cope

with expanded student access.

The results from the evaluation survey are somewhat different. Results from the evaluation survey indicate that the majority of staff appointments that took place as a result of the CECDP were of lecturing personnel (117), followed by management (65) and, lastly, support staff (11). Almost half (51%) of the evaluation survey respondents agreed and 27% strongly agreed that the lecturer staff numbers at their respective colleges were sufficient for programme implementation. Some colleges also employed teaching support staff, such as lab assistants to support lecturing staff.

The majority of survey respondents felt that the lecturers appointed as a result of the programme had the relevant experience as well as the relevant qualifications. However, qualitative data indicate that perceptions of the quality of teaching and learning provided at some of the colleges were mixed.

The colleges used the funds to increase the capacity of their staff, but, in the absence of a comprehensive qualifications framework and incentives for upskilling staff, this has been largely ad-hoc. The capacity development was still in line with teaching needs, such as assessor training.

5.4.4   Achievement of outcomes for Key Objective 4: TVET colleges provide a broad set of programmes through an expanded PQM

The three pillars of the PQM are Ministerial programmes (NC(V) and NATED), occupational programmes and skills development courses. As noted in the White Paper, the PQM in TVET colleges is complex and difficult to understand.

5.4.4.1   Expanding the PQM

TVET courses are located across a variety of industry fields and the course-mix or PQM varies from college to college as well as across campuses. This measure of flexibility within the TVET sector aims to ensure that programme offerings are relevant to the skills demands of the surrounding area.

Respondents are generally of the view that the TVET colleges are responsive to the skills development needs of the country. However, some evaluation participants noted that NATED and NC(V) programmes required reviewing for continued relevance, while part-qualifications were noted by one college as providing students with an incomplete skills set. It was argued that this leads to frustration among employers.

In order to expand their PQM, it was expected that colleges would undertake a needs analysis among industry stakeholders in their surrounding areas. The majority of survey respondents (86% of 21 respondents) reported that a needs analysis had been undertaken at their college in consideration of PQM expansion, in line with TVET CECDP requirements. This was often based on their strategic plans which were informed by a needs analysis.

Data indicate that new courses were introduced at TVET colleges over the course of the programme. According to survey respondents, most of these new courses fall into the occupational programme category, while fewer colleges elected to introduce new NATED or NC(V) courses. According to NSF reports, the vast majority of students were enrolled in occupational programmes (63 903), followed by scarce skills (25 027) and NQF courses (16 737).

5.4.4.2   Quality assurance

Survey respondents were asked if the college had established quality assurance processes for the accreditation of new programmes as a result of the TVET CECDP. All of those who answered this question (21 of 44) indicated that such processes had been implemented. However, there is insufficient data to report on the number of new programmes introduced as a result of the TVET CECDP that also received accreditation during the programme. Qualitative data indicates that a number of colleges have received accreditation for programmes that were previously not accredited (respondents from five colleges reported this). It was also reported that a number of accreditation applications are in progress. This also leads colleges to outsource training to private providers, which may not be sustainable in the long run.

5.4.4.3   Partnerships established with SETAs

Despite reports of active engagement and collaboration between colleges and SETA, the SETA accreditation process was described as being lengthy, time-consuming and cumbersome. This presents a challenge to PQM expansion. DHET 2017-2018 data indicates that 92% of colleges now have partnerships with SETAs.

5.4.5   Enablers and barriers to the achievement of outcomes

A systems approach was used to provide a framework for the analysis of factors that either enabled or hindered the achievement of programme outcomes and key objectives. The four main domains used as a means of analysing enablers and barriers were: enabling environment, supply, quality and demand.

Enabling environment

A key enabler of the achievement of TVET CECDP outcomes is the supportive environment provided by government policy and funding. Respondents included in primary data collection referred to the provision of support by the DHET and NSF as a key enabler in achieving outcomes, specifically in terms of expanding student access. This support was noted as being primarily the provision of financial assistance as well as changes made to NSFAS bursary criteria.

Also affecting outcome achievements for this objective is the current lack of a clear WBL policy framework and a lack of incentives for businesses to provide work placements.

Supply

As outlined in the report sections above, funding allocated to the TVET colleges by the NSF was used to recruit and hire additional staff as well as provide capacity development interventions to address staff skills gaps.

The lack of adequate infrastructure, equipment and IT support was noted as among the main challenges to expanded student access.

In terms of expansion of WBL opportunities, it is argued that WBL units remain under-resourced and ill-equipped to cope with the number of student and lecturer work placements, particularly considering the objective of expanding student access.

One of the challenges to achieving expanded access to WBL opportunities is the misperception among industry members that TVET produces poor quality learners.

Barriers to the achievement of staff capacity development include low salary levels for those working in the TVET sector and limited job security for those staff employed by colleges on a contract basis.

Other barriers reported as affecting outcomes within this objective area include delays with NSFAS bursary disbursements, poor management of national examination processes, hampered communication of TVET student examination results as well as lengthy waits for student certificates from the DHET.

Quality

Four of the colleges involved in the qualitative data collection asserted that a key enabler of their achievements was the calibre of their staff whom they described as being dedicated and results-orientated.

It might be argued that the assessor and moderator training provided as part of college staff capacity development, was an enabler of the reported improvements in college quality assurance and improved accreditation processes.

Key barriers which were noted within the domain of quality are:

- SETA accreditation was described as a lengthy, time-consuming and cumbersome process by two of the participating colleges.

- A lack of appropriate training options for TVET lecturing staff was also noted by evaluation participants.

- Increases in lecturer:student ratios.

- Inappropriate infrastructure to cope with expanded student numbers and an expanded PQM.

Demand

Colleges reported the adoption and execution of a variety of student recruitment strategies. This, it is argued, played an important role in enabling increased levels of student demand and access to TVET colleges. Strategies included the use of community radio and local newspapers, school visits and presentations, and the hosting of parents' evenings and open days.

A barrier to the achievement of expansion of student access is the perception among members of the public regarding the quality of a TVET education, although there are indications that this is changing as colleges improve.

One of the key barriers to enhancing demand and uptake of TVET (as well as addressing the important issues of student retention and throughput) is the current lack of adequate psycho-social student support services. This is a vital consideration, particularly when considering the shift in TVET student demographics in the post-apartheid era.

5.4.6 Overall goal: Graduates from TVET colleges have technical and other skills relevant to the needs of the South African economy

The overall goal of the TVET CECDP is to contribute towards "a skilled and capable workforce to support an inclusive growth path" (Outcome 5 of the MTSF: 2014-2019). It aims to achieve this by equipping TVET students with the skills relevant to the needs of the South African economy.

Ultimately, TVET colleges are expected to produce graduates with relevant technical and other skills so that they can be gainfully employed. Input obtained in the course of this evaluation reveals mixed perceptions regarding the ability of TVET colleges to produce graduates with sufficient skills to meet the needs of the economy. While data obtained from the NSF indicates that 25 027 (41%) of CECDP beneficiaries were enrolled in courses categorised as a scarce skill[6], some respondents felt that optimal skills development had yet to be achieved in the TVET sector. Barriers to such skills development were mainly ascribed to a lack of adequate resources and staff capacity within colleges as well as limited levels of access to WBL, for both students and staff.

Respondents also noted the current lack of employment options available to youth in the country, arguing that a lack of TVET graduate absorption into employment was not necessarily indicative of shortcomings and a lack of relevance in TVET, but rather a consequence of limited growth in the South African economy.

Two of the colleges believed that the programme had facilitated a higher level of understanding among college stakeholders of the aims and objectives of the TVET sector, its alignment with government policy, and its important role in national development objectives.

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[6] The full list that this statistic is based on can be found in Annexure 7 – Tables for section 6.

6   CONCLUSIONS

6.1   Programme design and relevance - To what extent is the programme design relevant, appropriate and technically sound?

The programme design was relevant to and informed by the policy imperatives and identified skills needs in the country. The objectives outlined in the programme design were relevant to the policy needs and in line with the TVET college objectives. However, the programme design often exceeded the capacity of many of the TVET colleges to implement, and was based on many unverified assumptions. For example, the technical support aspect of the CECDP was not thought through since no technical assistance was provided to colleges with the implementation of new areas such as WBL or with new qualifications in the form of subject or curriculum advice.

Regional and local economic contexts, the human resources capacity of colleges and the infrastructural requirements for the CECDP were not sufficiently factored into the design. There were too many unchecked assumptions about these factors that affected programme effectiveness.

The NSF was only able to provide financial management assistance, and this it did well. The main conceptual gap was insufficient attention to how to ensure throughput, the quality of programmes and sufficient student support (including financing transport). Closer cooperation between the DHET and the NSF on the quality and technical support aspects was required.

6.2   Effectiveness - To what extent has the programme been effectively implemented?

The NSF had three main roles to play in terms of the logframe with regard to management, namely 1) timely and sufficient disbursement of funding; 2) effective management structures in place; and 3) well-structured and coordinated monitoring systems.

The first aspect considered by the evaluation was the applications process. The call for proposals was rushed and only 30% of colleges had submitted proposals on time. Proposal quality was also not of a high standard and required a lot of input from the NSF. The NSF can improve its processes for calls for and assessment of proposals, and improve college capacity to implement intended objectives (due diligence).

Besides the guidelines for proposals, there was no project documentation which explained the project, no logframe and no M&E framework or plan. This caused the NSF to work re-actively a great deal of the time, for example, explaining to colleges what was within the scope of the project funding. The one-on-one grant management support provided by the NSF, which was also linked to monitoring visits, was critical for the successful monitoring of the grant.

The CECDP assisted colleges to expand their proposal writing and project management capacity, which will enable them to implement more special projects in the future, and to attract funding from other sources.

The evaluation shows that the financial management of the NSF is effective. The NSF disburses funds on time, and delays are caused by late reporting from colleges. Breaks in funding and delays in payments should be avoided at all costs, and the NSF can put better systems in place to avoid late reporting. The colleges took a long time to get their

administrative systems working well, including collecting monitoring data – some as long as 18 months – causing a long start-up period. The colleges had to report on financial and non-financial data (beneficiary numbers and training conducted), and develop capacity to manage WBL and expand their PQM. The colleges were satisfied with the support they had received from the NSF regarding project management and administration, and the management of WBL and PQM, which are discussed in the next section. Colleges also indicated that they had sufficient funding to achieve their intended objectives, and appreciated that the NSF was reasonably flexible and had allowed change requests.

The level of capacity to manage the project differed among TVET colleges. Colleges expanded their management capacity during the time of this programme by hiring more management staff. The results confirm that a dedicated project manager is essential for the smooth implementation of a project of this size, supported by all key stakeholders at the college including administration, finance, student support/WBL and academic staff. The project needs to be integrated into the daily management and operations of the college, aligned to its strategic plan and included in its regular reporting.

6.3 Efficiency - To what extent has the programme been efficiently implemented?

The allocative efficiency of the project is low since just under 80% of contracted budget amounts have been spent. There is considerable variety of experience among TVET colleges in every dimension considered. Productive efficiency regarding how the budgets were used is marginal when looking at the numbers only. Staff complements and student enrolments increased over the programme period. Staff complements increased by 8% over the programme period, and these increases are positively related to project budget expenditure. The largest increases in staff cohorts have been at the management level, but this may be due to low base levels. Where budgets have been more fully spent, there are slightly larger changes in lecturing and support staff than in management.

Over the period 2012-2015, TVET enrolments increased by 12%. Where larger shares of the contracted budget were spent, colleges have experienced an increase in full-time student enrolments and a decline in part-time students. Most colleges experienced an increase in the staff:student ratio. Such an increase could have been generated through increasing student enrolments, which is desirable, but only if it had been matched by an increase in personnel to carry the load. Further, there is an indication that since 2012, there has been an increase in the number of students enrolled in N1-N6 programmes, followed by NC(V) programmes. At the same time, there has been a decline in student enrolments in occupational qualifications and other programmes. Beneficiary numbers comprised, on average, 3% of total student enrolments in the 2013-2015 period. While there is a positive relationship between the share of contract budgets spent and the total number of beneficiaries, this correlation is weak, and it suggests that the programme's impact on student enrolments at best has been modest.

The next section on outcomes is predominantly based on primary data collection and provides a more nuanced look at the outcomes achieved, both in successes and challenges.

6.4 Outcomes - To what extent has the programme been effective in achieving its four main planned outcomes?

The overall aim of the CECDP was to enhance and expand TVET colleges' ability to produce sufficiently skilled graduates to meet the South African economy's needs. The results achieved by the TVET CECDP are mixed, the key challenge being the development of

sufficient levels of practical skill among TVET students.

The evaluation raises questions about the assumption that adequately skilling graduates will lead to their employment, particularly in an economy characterised by limited growth. TVET colleges' inclusion of entrepreneurial programmes demonstrates their potential in and commitment to address such constraints.

The evidence indicates that the TVET CECDP did make some contribution towards the *expansion* of *student access*, for example, through its contribution towards improved student registration and enrolment management. In addition the use of NSF funding to cover over-enrolments was also noted as an example of CECDP's contribution to this key objective. However, given that NSF beneficiaries comprised only 3% of the total number of student enrolments over programme timeframes, it appears as though CECDP's impact on student access was relatively small. The CECDP also failed to address a number of infrastructural and resource constraints that impacted on colleges' ability to sustain enrolment levels and to retain enrolled learners.

In terms of *expanded access to WBL*, improvements in the number of WBL partnerships, as well as the number of students accessing WBL, were reported. However, it appears that CECDP's key contribution towards this objective was the provision of funding to cover stipend allocations to students undergoing WBL. This allowed the colleges to experiment with WBL systems. Challenges affecting access to WBL opportunities include under-resourced WBL units, negative perceptions among industry of the quality of TVET students, and the lack of a clear WBL policy framework.

Evidence regarding CECDP's effectiveness in supporting *staff capacity development* indicates that, while some outcomes had been achieved, a number of challenges remain. For example, findings indicate that training was provided to lecturers as part of the TVET CECDP and that the training was generally perceived as being effective in addressing skills gaps. However, no significant changes in the quality of teaching and learning were reported by 15 of the colleges and it appears that the challenge of pedagogical and technical skills gaps among college lecturing staffs remains.

Challenges impacting on the achievement of staff capacity building include staff salary budget parameters, the lack of success achieved with staff WBL placements, and a lack of staff motivation to participate in WBL opportunities. Training initiatives that had been implemented as a result of the CECDP were not aligned in any way to PQM adjustments nor did they address subject/content knowledge and technical skills gaps. It was reported that skills development programmes were often poorly managed, which indicates that college capacity to plan and roll out staff development interventions requires additional support and guidance. Adding to these constraints is the currently limited number of education qualifications that are specific to the requirements of TVET lecturers.

In terms of outcomes achieved for *PQM expansion*, the evaluation found that progress at college level was fairly limited. Fewer than half of the colleges which participated in the evaluation reported the establishment of college quality assurance processes and there were few reports of new courses being added to existing PQMs. Key challenges affecting PQM expansion include the reportedly lengthy, confusing and time-consuming SETA accreditation processes. Colleges' capacity to undertake accreditation application processes was also reported as being limited.

6.5 Sustainability

The findings suggest that since the period of implementation had been limited, it is too early to talk about sustainability. There was adequate alignment between the CECDP objectives and what colleges had been offering. It can be concluded that the TVET colleges have been reoriented by this programme to think about producing graduates with relevant skills and practical experience. As such, the programme has contributed towards their capacity to expand in this direction and they are on a trajectory to do so. A positive indicator of sustainability in this regard is that an additional 45% of colleges now have a WBL unit or function in place that they did not have before.

The factors that will affect their ability to continue implementing will be staff capacity and funding. Staff capacity was noted as an enabling factor when staff members were able to develop the required skills and competence to offer new courses. It was also a barrier when the college did not have the staff or capacity to deliver courses. Staff capacity development remains a barrier to sustainability.

Strong relationships with industry and SETAs are important and indications are that many colleges have established new partnerships that will be sustained into the future. Obviously, the most critical aspect for sustainability is their financial situation – colleges struggled with the expansion aspect of this mandate. They struggled to have enough staff and infrastructure to cope with expansion. There is also an indication that many staff were hired on contract and have not been retained beyond the funding period. The colleges' ability to attract third-stream funding is varied, but their relationships with SETAs are critical in this regard. The recommendations arising from the financial review of the TVET sector should be taken on board to ensure that colleges are going to be able to continue expanding. The fact that the NSF has embarked on a second round of funding for the TVET colleges is a positive development, but the gaps in the funding period were damaging, and the more limited scope of this grant means that colleges are likely to focus on those aspects that are funded in Phase II only.

7   RECOMMENDATIONS

7.1 Design

R1.   *It would be good practice for the NSF and the DHET to use a systems approach to the planning and design of future programmes in the TVET sector. Future planning should take the following into account:*

1.1 The DHET and NSF should engage in joint planning with post-school stakeholders to ensure common understanding of the goals, objectives and key focus areas and how these address the problem(s) identified.

1.2 The ToC needs to be designed using the framework of **institutional systems strengthening** that usually has the following elements:

1.2.1 Enabling Environment (policy, legislation); Governance and Leadership; Appropriate Funding; Sufficient Human Resource Capacity; Appropriate Programmes and Services; Planning, Monitoring and Evaluation; Communications, and Changing Social Norms.

1.2.2 All the assumptions in the ToC need to be verified to ensure that they are plausible before programme implementation begins. A feasibility stage and due-diligence assessment carried out by the NSF and the DHET must check whether these assumptions are in place.

1.3 The programme design needs to be expanded to provide sufficient support for all aspects including technical assistance for the non-financial aspects of the programme. The DHET needs to play a role in this together with the NSF.

1.4 There is a need for more programme-related data to be collected at the college level. Non-financial data that should be included in an effective M&E system for support to colleges should include indicators about WBL, staff capacity development and curriculum development.

1.5 At a systems level, the funding model for colleges needs to change to facilitate sustainability. In the absence of such change, the NSF must recognise that colleges need longer project cycles to help with planning their enrolments and PQM. The funding cycle could be extended to align with the natural cycles of the colleges, with a half-way point re-assessment of funding continuation based on key performance indicators and pre-identified critical milestones.

1.6 To adequately assess the success of the TVET system, it is important that the M&E system be expanded to include quality measurements such as the quality of teaching, the quality of lecturer training and the throughput rate. This will require the input of the DHET, and is a joint responsibility of the NSF and the DHET.

7.2 Effectiveness of implementation

The ToC for the CECDP states that the three main functions of the NSF for the implementation of this project were: 1) effective grant management; 2) effective implementation management; and 3) effective M&E systems. The evaluation findings confirm that these are indeed essential elements of successful grant management, but a fourth NSF function should be effective technical support (see R3.1 below). The recommendations below are intended to help improve these functions.

1) Effective grant management

R2.   The NSF needs to improve its processes for application and assessment of proposals, specifically:

2.1 The NSF should allow more time for project proposal writing which requires research to be conducted on the needs of the local community and businesses, and which will benefit from an internal participatory process with a wide range of college staff. The NSF can issue intentions to release funds in advance so that colleges can prepare responses to call for proposals in advance. The NSF also needs to release calls for proposals earlier and build in enough time to assess applications so that there are no gaps in funding between project cycles. The NSF must bring colleges in a province together for briefing meetings on proposal writing.

2.2 The NSF must improve due diligence to assess the appropriateness of the proposal and the funding amount according to the capabilities of the applicant college.

2.3 The NSF must develop detailed guidelines for funding eligibility, scope of projects, and financial, monitoring and reporting requirements, and provide project managers with training in understanding and using these guidelines.

2.4 The NSF must provide a more detailed budget template accommodating all allowable itemised expenses that projects can include, such as project management, administration and financial officers.

2) Effective implementation

R3   To strengthen implementation, the NSF (in cooperation with DHET), needs to ensure more support for colleges to implement the non-financial aspects of the grant. The following can be considered:

3.1 Establish technical advisory support services to the colleges for each of the key focus areas of the grant. For this programme they would have been enrolment of students, WBL, staff capacity development and PQM expansion.

3.2 The DHET can help to establish or strengthen existing communities of practice. The DHET should ensure that regional offices provide support to colleges to share and learn from one another. Different stakeholders can be encouraged to meet in communities of practice, such as project managers and lecturers working on PQM.

3) M&E systems:

R4.   There is a need to substantially improve the administrative data monitoring systems at TVET colleges to facilitate better planning and improved outcomes monitoring. The following need to be attended to in this regard:

4.1 The DHET should use its existing information and monitoring systems to help monitor the projects implemented through the NSF. For example, SETA quarterly reports include a performance measure that allows for reporting on the number of partnership agreements established. This data, which is provided to the DHET, could be used for programme monitoring, specifically with reference to interventions aimed at WBL and PQM expansion.

4.2 In general, the DHET should improve its broader monitoring systems to monitor pass rates and throughput. The DHET has data from its monitoring system, such as reports from the TVET colleges and the SETAs, which can be used for understanding efficiencies in the TVET sector better. There is a need to streamline reporting at college level by using existing monitoring and reporting systems related to the DHET.

7.3   Outcomes

R5. It is recommended that a higher level of emphasis be placed on the development of entrepreneurial skills to enable TVET graduates to become self-employed as opposed to job-seekers. Existing programme offerings, such as New Venture Creation, could possibly be expanded to this end. Such initiatives must, where possible, be strengthened by colleges' existing partnerships with businesses and local government to enable graduates' access to small venture start-up capital and equipment.

Key Objective 1: Student access to TVET colleges is expanded

Increased student access should not be implemented at the expense of quality and throughput, as this results in extensive inefficiencies in the system and many broken dreams for the youth. The following must be done by the DHET and the TVET colleges to facilitate student access and retention:

R6.   The DHET needs to address the issue of low student pass rates (throughput). Thus, a more in-depth study of this issue is recommended for evidence-gathering that might inform solutions.

6.1 Colleges must explore models for student support services to address high levels of student attrition. Such services must include academic and study support, including counselling, career guidance, assistance with financial support and financial support applications.

6.2 Sound career guidance should be provided during student recruitment processes to ensure that students are provided with a clear idea of TVET – and the types of programmes that they are enrolling in. The DHET can work with the Department of Basic Education (DBE) to improve career guidance at a high school level, starting from Grade 7.

6.3 Further research regarding the prevailing perceptions of the TVET sector is required. These perceptions can then be addressed via improved communication strategies aimed at students and industry members to address social norms.

Key Objective 2: Expanded student access to WBL

The enabling environment and institutional framework for WBL needs to be strengthened so that placements can be expanded. The following needs to be done to enable this:

R7.   A clear policy framework for WBL is required, and administration of funding of work placements must be improved. The WBL policy framework must be aligned with labour legislation to ensure that the legal responsibilities of those providing placements is clearly articulated to avoid disputes regarding learner employment status and compensation. Engagement with unions regarding WBL must also be considered.

7.1 A dedicated WBL function must be established at all colleges, either in a WBL unit or as part of another business unit such as Student Support Services. This function must be adequately resourced, including the appointment of dedicated staff that are capacitated to support WBL. In addition, WBL unit staff must be equipped with the necessary information on possible incentives for WBL placement providers so that this can be shared with industry.

7.2 The system of incentives for WBL needs to be improved. Employers require improved access to SETAs to facilitate SETA payment for learnerships. The ability of employers to

claim their SDLs also needs to be enhanced. Alternatively, funding for student stipend provision must be increased and colleges allowed to administer and manage this funding.

Key Objective 3: TVET colleges have sufficient, well-capacitated staff

R8.   The Policy on Professional Qualifications for Lecturers in TVET (Government Gazette No 36554, Notice 410, 11 June 2013) needs to be implemented urgently, taking the following into account:

8.1 Staff capacity has been cited as the biggest challenge to sustainability. This needs to be addressed through a planned process involving all partners in the post-school sector first, and then at the college level. This will include the systematic implementation of the full professional qualifications structure for college lecturing staff.

8.2 To encourage ongoing staff development, a mentoring system should be implemented at TVET colleges. This will allow experienced and skilled staff members to transfer skills to junior and newly appointed staff members.

8.3 Communities of practice should be established to facilitate learning exchanges for college staff, including management, lecturing and support staff members and to support and enable staff with WBL.

8.4 The current funding model that funds posts for Ministerial programmes (NATED and NC(V)) should include occupational programmes as well as staff to run the occupational programmes. The current model of using project funding to support occupational programmes is not ideal as such funding is short-term in scope. It does not provide colleges with the continuity and stability that they need for PQM expansion and for the necessary staff appointments to effect this.

8.5 The incentivisation of staff capacity development should be explored and a review of staff salary scales should be conducted.

Key Objective 4: TVET colleges provide a broad set of programmes through an expanded PQM

R9.   A concerted effort needs to be made at a sector level by the DHET and other PSET stakeholders, particularly SETAs, to ensure that the PQM is better structured and administered.

9.1 A situation analysis of the TVET sector PQM is recommended to provide the DHET with a sound level of understanding and to inform the review of the curricula for the NATED and NC(V) programmes.

9.2 College staff need to be capacitated regarding accreditation processes and requirements, as well as on how to address PQM gaps and how to produce required course materials.

7.4   Sustainability

R10.   Since the findings show that there is great heterogeneity among colleges, the DHET and the NSF can consider implementing more focused, targeted interventions at colleges where there is a match between the policy intentions of government and the strengths and capabilities of the colleges. The DHET and the NSF need to explore the data from the college reports further, and develop a strategy for a more tailored approach to each college. Each college should be asked to provide a sustainability

report that identifies what aspects of the project are being continued and to identify aspects that need support to ensure that the progress that has been achieved is not lost. In order to help with this, the following can be implemented:

10.1 More streamlined cooperation between the NSF and the DHET can be developed, for example with the implementation of the DHET turnaround strategy for colleges, curriculum development, lecturer capacity development and centres of excellence.

10.2 Realistic lead times for colleges and multiple stakeholders/partners to develop proposals that include sustainability elements. Colleges should be required to think about exit strategies at mid-term. Specifically, there should be plans to retain staff who have been hired on contract, otherwise critical outcomes will be short-lived.

10.3 The biggest barrier to the sustainability of the TVET college sector, and occupational programmes in particular, is the uncertainty of funding and the many different funding streams coming to the colleges. This funding model should be reviewed to enable colleges to plan properly and hire appropriate staff. One suggestion is that all funding streams should go directly to the DHET, with which to fund the colleges. In this way the DHET would be responsible for one integrated PQM, the colleges would only have one partner to report to, and would have the security to plan long term.

ANNEXURES

ANNEXURE 1: References

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[7] Excluding Ingwe TVET College, Central Johannesburg TVET College, Ekurhuleni West TVET College, South West TVET College, Tshwane North TVET College and Tshwane South TVET College, as they were not submitted.

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ANNEXURE 2: Detail of the methodology/data

Implementation process

A participatory process was followed in line with the National Evaluation Framework. The primary vehicle for participation was the evaluation steering committee and the various workshops that were held, including the Theory of Change workshop held at the start of the evaluation, and the validation workshop where the draft report will be presented. A broader set of stakeholders attend these workshops.

Role of the steering committee

The evaluation steering committee, chaired by the DHET, and including representatives from DPME and National Treasury, played an integral role in the different stages of the evaluation process. The committee has approved all deliverables including the ToC, instruments, evaluation framework, coding report and report framework. They will also review the draft report. The committee has the support of two peer reviewers who have also provided comments on the above.

Planning and Inception workshop

The planning meeting took place on 19 October 2016 with the steering committee, and the final evaluation methods, sample, evaluation questions and timeframes were agreed. It was decided to add 16 work placement officers to the sample. An inception report was produced thereafter to capture these changes to the original proposal.

Document review

A document review was conducted that covered the history and policy context of TVET in South Africa, programme documentation and monitoring and evaluation records. In addition close-out reports of 44 out of the 50 TVET colleges were analysed as part of the document review. Electronic copies were provided by colleges, however not all colleges had electronic copies of their close-out reports. The hard copies of the close-out reports were sourced from the NSF directly.

Theory of Change workshop

The ToC workshop was held with key stakeholders identified by the steering committee on 7 November 2016 at the DPME offices in Hatfield, Pretoria. This participatory process was designed to retrospectively design a ToC for the programme as there was no final ToC. The result is the ToC and logframe that can be found in Annexure 3.

Instrument design

The instruments were informed by the document review, inception workshop, ToC workshop and the logical framework. All instruments (quantitative and qualitative) were approved by the steering committee prior to fieldwork. The evaluation instruments are contained in Annexure 5.

Methodology

A mixed-method evaluation was conducted. This included qualitative semi-structured interviews and focus groups and a sample of 16 colleges, key informant interviews, a

document review and a structured online survey in which all the colleges were invited to participate.

Qualitative method and sample

Semi-structured interview schedules and focus group discussion guides were designed in line with the evaluation framework. These were all approved by the steering committee before fieldwork began.

Most of the interviews and focus groups were conducted between 28 November 2016 and 17 February 2017. In total, 71 semi-structured interviews and 17 focus groups were conducted. Three colleges were chosen as case studies: West Coast TVET College, Gert Sibande TVET College and Port Elizabeth TVET College. Students were only included in the case study colleges.

Purposive sampling was used to select the 16 colleges for the qualitative sample. The key consideration was to ensure a spread across rural, peri-urban and urban-based colleges in all the nine provinces. In the end, two colleges were included in each province, except for the North West and the Northern Cape where one college for each province was included. The DHET assisted with the identification of the specific colleges using this sampling frame. Fieldwork was conducted in 15 out of the 16 colleges that were identified for inclusion in the evaluation. The list of colleges and the interviews conducted in each college are included in the final sample provided in Annexure 9.

Table 1: Final sample of semi-structured interviews and focus groups conducted

Designation for semi-structured interviews	Actual no. of interviews
Principals/Vice-principals	16
Sector experts	2
SSI with lecturers	2
Project managers/Project officers	17
Work placement officers/Student support managers	13
Learning facilitators	7
Employers	4
NSF & DHET	10
TOTAL	**71**
Designation for Focus Groups	**Actual no. of focus groups**
Lecturers (f/g)	14
Students/Learners (f/g)	3
TOTAL	**17**

Table 2 Full sample per college

Province	College	Principal	Focus group of lecturers	SSI lecturer	Project manager	Work placement officer	Learning facilitator	Employers (case study)	Learners (case study)
Limpopo	Capricorn	1	1		1	1	1		
Limpopo	Lephalale	1	1		1	1	1		
Mpumalanga	Gert Sibande	1	1		1	1		1	
Mpumalanga	Ehlanzeni	1	1		1	1			
Northern Cape	Northern Cape	1	0		2		2		
North West	Vuselela	1	1		1	1	1		
Western Cape	Boland	1	1	1	1	1			
Western Cape	West Coast	1	2		1	1		2	1
KwaZulu-Natal	Coastal	1	1		1	1			
KwaZulu-Natal	Mthashana	1	1	1	1	1	1		
Gauteng	Western	2	1		1	1			
Gauteng	Ekurhuleni	1	1		2	1			
Free State	Motheo	1	1		1	1	1		
Eastern Cape	King Sabata	1	1		1				
Eastern Cape	PE	1	1		1	1		1	1
	Total	**15**	**15**	**2**	**17**	**13**	**7**	**4**	**2**

Quantitative methodology and sample

An electronic online survey was conducted to include all 50 colleges in the evaluation. The survey targeted principals and project managers who had worked at TVET colleges between 2012 and 2015 when the TVET programme was implemented. The survey was implemented by iKapadata.

A total of 168 email addresses were used to distribute the survey. The invitation to participate in the survey was sent to principals from a list provided by the DHET, as well as their administration assistants, and previous and current project managers (whose contacts were supplied by the NSF). Respondents were given three weeks to complete the questionnaire online. Additionally, 211 phone calls were made reminding individuals to participate; and 20 interviews were conducted over the phone.

In total, 60 representatives from 44 colleges participated in the survey as can be seen from Figure 2 below[8]. The data were analysed according to two respondent groups, all respondents, and a primary respondent.

For responses, where every answer was necessary, we analysed all the responses, hence n=60 (for example, challenges faced by colleges). The sample is 45% principals, 38% project managers and 16% other.

The primary respondent for the college was the one who had indicated the larger number of programme objectives for which the college had received funding. Where two respondents from the same college had indicated the same number of programme objectives, the principal of that college was designated as the primary respondent. We used the responses from the primary respondent for questions where we only wanted one answer per college (for example, number of staff employed by the college). There are 44 respondents in this group (n=44). The sample is 53% project managers, 33% principals and 13% other.

Figure 2 Sample of respondents (all and primary)
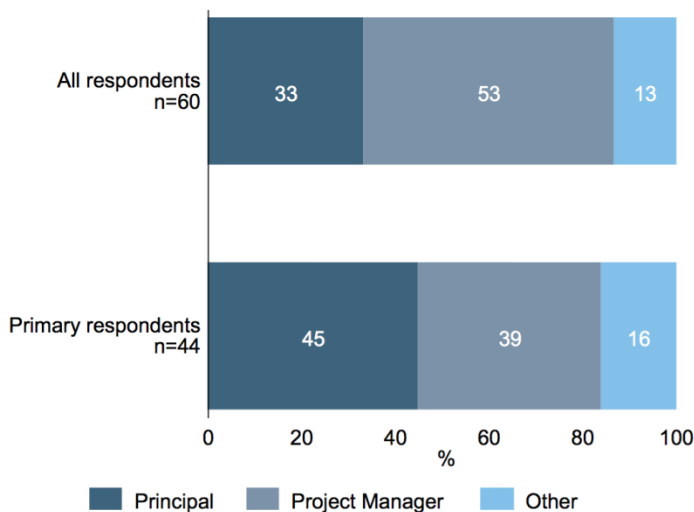
Limitations and mitigations

The evaluation was conducted one year after the project ended, and five years after it had been initiated. It was inevitable that staff members would have moved to other colleges or left the system. It is important to acknowledge this point to understand that the evaluation had to ask respondents to reflect on their feelings in hindsight, and to rely on their memory of events. Further, not all interviewees possessed detailed knowledge of the TVET CECDP and thus were only able to speak about the component that they were involved in. For example, lecturers could talk about the expanded PQM but not about the programme design and management. This did make it difficult at times to state with confidence that certain outcomes shared by respondents could be attributed to the programme. However, this did not impact

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[8] The colleges that were not represented in the survey at all were Goldfields TVET College, Ingwe TVET College, Nkangala TVET College, Port Elizabeth TVET College, South West Gauteng TVET College and Tshwane North TVET College.

negatively on the data as a wide range of stakeholders were included in the evaluation, and data was also triangulated with the various reports and documents. The analysis of all of the available close-out reports was a good mitigation factor.

Ethics

Consent was obtained from all participants in the study. Participants were made aware of the voluntary nature of the questions as well as their right to withdraw consent. They were also made aware that their confidentiality would be protected.

ANNEXURE 3: Proposed Revised Logical Framework (Logframe)

GOVERNMENT OUTCOMES/GOAL		
A skilled and capable workforce to support an inclusive growth path		
LONG-TERM OUTCOME	**OUTCOME INDICATORS**	**MEANS OF VERIFICATION**
Graduates from TVET colleges have the technical - and other skills - relevant to the needs of the South African economy	1. Stakeholder perceptions views of whether TVET college education and training as providing skills relevant to the South African economy 2. No. of students graduating in different skills categories	Survey and semi-structured interviews with TVET college principals and/or project managers Semi-structured interviews with work placement officers Semi-structured interviews with employers Focus group discussions with learners DHET PSET data
INTERMEDIATE / MEDIUM-TERM OUTCOMES:	**OUTCOME INDICATORS**	**MEANS OF VERIFICATION**
1. Student access to TVET colleges is expanded	1. Number of students enrolled (disaggregated per year from 2010 to 2015 and according to qualification)	TVET college records Secondary data sources
2. Student access to WBL – through apprenticeships, internships and learnerships – is expanded	1. Number of students who access WBL (disaggregated per year from 2010 to 2015 and according to WBL category)	TVET college records
3. TVET colleges have sufficient, well-capacitated staff	1. Lecturing staff: student ratio	TVET college records Secondary data sources
4. TVET colleges provide a broad set of programmes through an expanded PQM	1. Number of programme offerings (disaggregated per year from 2010 to 2015 and according to qualification)	TVET college records Secondary data sources

	2. Programme participants' views of TVET college PQM as addressing their skills development needs	Focus group discussion with learners
IMMEDIATE / SHORT-TERM OUTCOMES	**OUTCOME INDICATORS**	**MEANS OF VERIFICATION**
1.1 There are adequate facilities and student accommodation	1. Number of grant applications for infrastructure (disaggregated per year from 2010 to 2015 and according to infrastructure requirements: buildings, IT, equipment)	NSF TVET CECDP records
	2. Number of infrastructure development projects implemented (disaggregated by year from 2010 to 2015 and according to infrastructure requirements: buildings, IT, equipment)	Survey with TVET college principals and/or project managers TVET college records NSF TVET CECDP records
	3. Programme participants' views of adequacy of TVET college facilities	Survey and semi-structured interviews with TVET college principals and/or project managers Focus group discussion with learners Focus group discussion with lecturers
1.2 College systems are set in place for effective student registration and enrolment management	1. Number of colleges reporting improved student registration and management systems	Survey and semi-structured interviews with TVET college principals and/or project managers
1.3 Colleges have access to funds to support higher student intakes	1. Number of students who were supported through the allocation of TVET CECDP funds (disaggregated per year from 2010 to 2015)	Survey with TVET college principals and/or project managers TVET college records

2.1 Dedicated placement units are established in colleges	1. Number of TVET colleges who report having a dedicated WBL placement unit	Survey and semi-structured interviews with TVET college principals and/or project managers Semi-structured interviews with work placement officers
2.2 College information systems for WBL placement and tracking are established	1. Number of TVET colleges reporting improved WBL placement information systems	Survey and semi-structured interviews with TVET college principals and/or project managers Semi-structured interviews with work placement officers
2.3 There are adequate and well-communicated incentives for industry	1. Number and type of incentives offered to industry partners	Survey and semi-structured interviews with TVET college principals and/or project managers Semi-structured interviews with work placement officers Semi-structured interviews with employers/industry partners
2.4 TVET colleges identify relevant industry partners	1. Number of possible WBL partners identified by each college	Survey and semi-structured interviews with TVET college principals and/or project managers Semi-structured interviews with work placement officers
2.5 Agreements / MoUs / protocols are set in place to establish partnerships with SETAs, industry and workplaces	1. Number of agreements in place with WBL partners	Survey and semi-structured interviews with TVET college principals and/or project managers Semi-structured interviews with work placement officers
3.1 TVET colleges undertake an audit to identify skills gaps	1. Skills gaps identified by TVET colleges	TVET college records Survey and semi-structured interviews with TVET college principals and/or project managers Semi-structured interview with project managers
3.2 Relevant lecturers are recruited and appointed	1. Number of lecturers appointed (disaggregated by year from 2010 to 2015 and according to department)	TVET college records Survey and semi-structured interviews with TVET college principals and/or project managers

	2. Perceptions of the quality of the lecturers appointed	Survey and semi-structured interviews with TVET college principals and/or project managers Focus group discussions with lecturers and students
3.3 Relevant capacity development programmes for lecturers are identified, planned and rolled out	1. Number of staff development programmes rolled out by colleges (disaggregated by year from 2010 to 2015 and according to type)	TVET college records Survey and semi-structured interviews with TVET college principals and/or project managers Focus group discussion with lecturers
	2. Number of lecturers who participated in capacity development programmes	TVET college records Survey and semi-structured interviews with TVET college principals and/or project managers Focus group discussion with lecturers
3.4 TVET college lecturers are provided with good quality programmes to enable knowledge and skills development	1. Participants' views of TVET college staff development programmes (in terms of quality, relevance and effectiveness)	Survey and semi-structured interviews with TVET college principals and/or project managers Semi-structured interviews with lecturers
3.5 TVET college lecturers gain access to WBL opportunities	1. Number of lecturers who access WBL	Survey and semi-structured interviews with TVET college principals and/or project managers Semi-structured interviews with lecturers
4.1 TVET colleges undertake a needs analysis on the PQM as well as an analysis of local economic needs	1. Number of colleges undertaking a minimum of one needs analysis over TVET CECDP timeframes	TVET college records Survey and semi-structured interviews with TVET college principals and/or project managers
4.2 Relevant programmes are developed	1. Number of new TVET college programmes developed (per college)	TVET college records Survey and semi-structured interviews with TVET college principals and/or project managers Semi-structured interviews with lecturers

4.3 Quality assurance processes are developed and institutionalised to enable accreditation of new programmes	1. Number of new programmes that receive accreditation	TVET college records Survey and semi-structured interviews with TVET college principals and/or project managers
4.4 Partnerships are established with SETAs	1. Number of partnership agreements on programme offerings with SETAs (disaggregated per year from 2010 to 2015 and according to SETA)	TVET college records Survey and semi-structured interviews with TVET college principals and/or project managers
OUTPUTS	**OUTPUT INDICATORS**	**MEANS OF VERIFICATION**
1. Timely and sufficient funding disbursements by the NSF	1.Programme participants' experiences of grant application and funding disbursement processes	Key informant interviews with NSF stakeholders Survey and semi-structured interviews with TVET college principals and/or project managers
	2. Number of grants allocated over programme timeframes	NSF TVET CECDP records
2. Effective management structures are set in place by the NSF	1. Programme participants' experiences of TVET CECDP management	Survey and semi-structured interviews with TVET college principals and/or project managers
	2. Evidence of the establishment of management structures for TVET CECDP implementation	Key informant interview with NSF stakeholders NSF TVET CECDP records
3. Well-structured and coordinated monitoring systems are established by the NSF	1. Participants' experiences of TVET CECDP M&E	Survey and semi-structured interviews with TVET college principals and/or project managers
	2. Evidence of the establishment of an M&E system for TVET CECDP implementation	Key informant interview with NSF stakeholders NSF TVET CECDP records
ACTIVITIES		
1.1 To compile clear guidelines and criteria for grant applications		

1.2 To set up all necessary administration systems for grant application processing
1.3 To develop a Request for Proposals (RFP) for dissemination to TVET colleges
1.4 To develop a communication strategy regarding the TVET CECDP, funding available and funding requirements
1.5 To introduce the TVET CECDP to all relevant stakeholders
2.1 To establish a TVET CECDP management unit
2.2 To develop and disseminate guidelines for management roles and responsibilities for NSF staff as well as TVET college project managers
2.3 To develop a Memorandum of Understanding template (MoU between NSF and TVET college/grantee)
2.4 To provide ongoing management and oversight of programme implementation
3.1 To develop a monitoring and evaluation plan for the TVET CECDP
3.2 To develop monitoring tools and reporting templates
3.3 To communicate all required monitoring, reporting and accountability mechanisms to participating TVET colleges
3.4 To identify and – where necessary capacitate – TVET staff responsible for college-level monitoring and reporting
3.5 To ensure that there is ongoing and adequate oversight of the monitoring system
3.6 To collect and collate information received from TVET colleges as per monitoring and reporting requirements
3.7 To compile reports on the implementation of the TVET CECDP
3.8 To share TVET CECDP reports with all relevant stakeholders
3.9 To review and – where necessary – adjust the TVET CECDP based on the gathered evidence

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Department:
Planning, Monitoring and Evaluation
REPUBLIC OF SOUTH AFRICA

CONTACT

The Presidency
Department of Planning, Monitoring and Evaluation
Private Bag X944
Pretoria, 0001, South Africa
Tel: +27 12 312 0155
Fax: +27 86 686 4455