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Mid-term Evaluation of the Centres of Specialisation Programme Summary Findings

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Developed by JET and Trialogue

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OVERVIEW

1. Introduction

- Background to the evaluation

2. Theory of change

3. Findings

- Relevance and appropriateness
- Efficiency
- Early effectiveness

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INTRODUCTION

BACKGROUND

- ▶ South Africa has embarked on a development programme that will see the country on a path to economic growth and to succeed, a skilled workforce is integral.
 - South Africa, however, has a significant mismatch between the skills needed and the skills available in the labour market
- ▶ The Post School Education and Training (PSET) system, and Technical and Vocational Education and Training (TVET) colleges in particular, are seen as best placed to make skills development fit-for-purpose and more responsive to current and future economic needs.
 - The TVET system, however, has not been functioning optimally to produce the skills needed, while a poor image and reputation as an inferior education provider often means that it is not seen as the first choice for young people looking to further their studies.
- ▶ The Department of Higher Education and Training (DHET) is trying to make the system more responsive with improvements to capacitation and quality underway – one of which is the Centres of Specialisation programme in the TVET College sector (“the CoS Programme”).

What is the CoS Programme

The CoS Programme entails the establishment of a Directorate in the Department of Higher Education and Training (DHET) known as a Centre of Specialisation (CoS) - within a host TVET college which serves as an anchor, working closely with employers, to deliver a dual-system based apprenticeship programme. The new qualifications consist of four compulsory components:



Theoretical knowledge



Practical knowledge

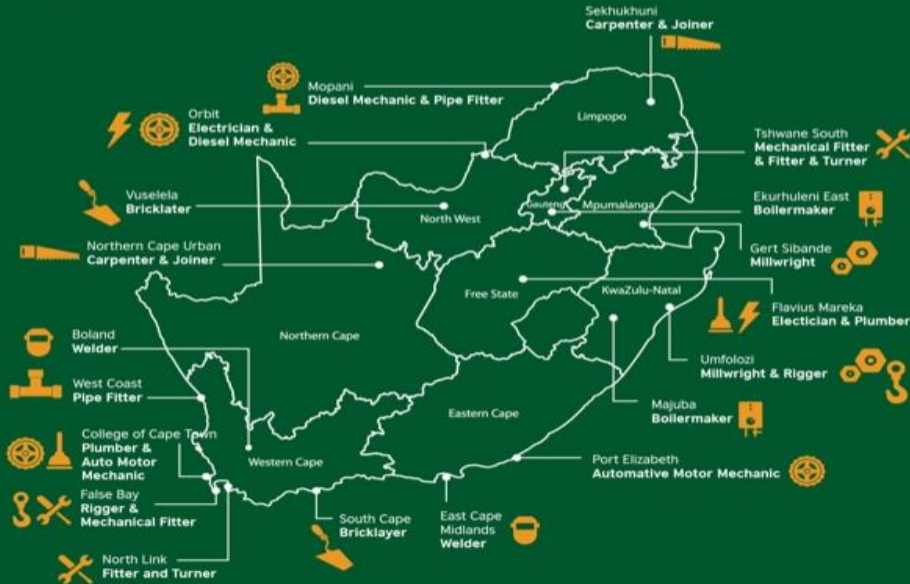


Workplace experience



An external integrated summative assessment (EISA)

In 2019, the DHET rolled out the CoS Programme in 19 accredited public TVET colleges. Thirteen priority artisan trades were selected, with each trade offered at two sites.



The CoS Programme addresses 3 problems:

A shortage in the supply of suitably skilled and qualified artisans

Systemic weaknesses that negatively affect artisan production

Poor quality of apprenticeship training resulting in lower levels of competency



WHAT'S DIFFERENT

Traditional approach

- ▶ All public TVET colleges offer all approved programmes.
- ▶ Qualifications are not linked to competence.
- ▶ Curricula are often outdated.
- ▶ Trade theory is front-loaded with long intervals between theory and practice.
- ▶ Most students get little or no practical or work experience.
- ▶ Most students are selected by the college (no employer involvement).
- ▶ Few linkages between public TVET colleges and industry/ employers.

Supply-driven model

CoS programme approach

- ▶ Each colleges specialises in one or two trades.
- ▶ New qualifications reflect occupational competence.
- ▶ Curricula recently designed by industry experts.
- ▶ Trade theory, practice and work experience integrated and sequenced.
- ▶ All apprentices get work experience.
- ▶ Employers select and manage their apprentices based on their own criteria.
- ▶ Close interaction between college and industry given the structure of the programme.

Demand-driven model

Centres of Specialisation Programme Midterm Evaluation *Synthesis Report*

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Organisation: JET Education Services in partnership with Trialogue

MIDTERM EVALUATION

- ▶ The specific objective of this evaluation was to evaluate progress made and lessons learned to date:
 - Assess the relevance and appropriateness of the programme;
 - Analyse whether the programme is on-track, identify problems and challenges the project is encountering, and what corrective actions are required; and
 - Respond to questions around whether:
 - Programme design fidelity is being maintained
 - If the design is appropriate and/or adequate to produce the intended outputs and outcomes
 - If the management, accountability and oversight structures in place are adequate to support programme implementation.
- ▶ The overall objective was to inform adjustments in programme design and implementation for the current cohort, and to effectively prepare for future cohorts



THEORY OF CHANGE

- Long Term Outcomes
- Intermediate Outcomes
- Immediate Outcomes



Increased availability of intermediate technical skills for the SIP projects (Demand side)

Increased artisan labour force participation rates in the SIP projects (supply side)

Improved knowledge, skills and competencies of the apprentices (employability)

Reduced timeframe to produce an artisan (faster throughput)

Improved capacity (system-wide) for the delivery of apprenticeship training

Improved collaboration/ coordination between stakeholders for the delivery of apprenticeship training

Improved implementation & delivery of apprenticeship training – across all components

1. Appropriate regulatory, governance, funding, management structures

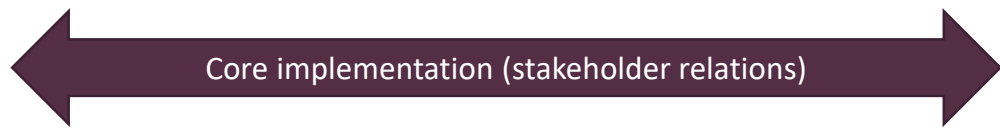
2. Appropriate LTSM for teaching and learning for the 13 trades

3. Increased capacity of TVET colleges to produce artisans (SDP)

4. Employers able to adequately train apprentices

5. SETAs effectively participate in the COS

6. Effective and efficient trade test centres for COS trades



LTSM
Lead: DHET/ QCTO

COS
Lead: TVET College

Employer capacity
Lead: Employer/ lead employer

SETA capacity
Lead: SETAs

Trade centre capacity
Lead: NAD/ QCTO

EVALUATION FINDINGS



2:45 PM - Review PP
* Call John again
Book flight
Sat, 2/10



Marketing Overview

It is a pleasure to provide an opportunity to discuss the current opportunities to increase sales and decrease the company's budget. Marketing strategy is critical to increase sales and address the unique needs of a company's situation and competitive environment. The objectives will be based on how you will measure your sales and marketing activities.

Product Category	Profit per Year				
	2013	2014	2015	2016	2017
General Goods	+920.82	-13.9	+101.61	+7207.75	+80.82
Health & Medical	-13.9	+82.94	+239.74	-220.00	-13.9
Art Supply	+82.94	+82.94	+82.94	+239.74	+82.94
Kids & Baby	+800.00	+7207.75	+82.94	-13.9	+82.94
Kitchen wares	-239.74	-239.00	+7207.75	+101.61	-220.00
Fashion	+101.61	+82.94	-13.9	+800.82	+7207.75
Furniture	+239.74	-239.74			

Let us know how we can help you with your marketing strategy.



RELEVANCE AND APPROPRIATENESS

RESEARCH QUESTION:

TO WHAT EXTENT HAS THE DESIGN OF THE COS PROGRAMME ENABLED THE ACHIEVEMENT OF ITS INTENDED OBJECTIVES?



The CoS Programme has been developed to address three correctly identified needs and challenges. These are interlinked, with the first need partly the result of the latter two challenges.

1. A **shortage in the supply of suitably skilled** and **qualified** artisans into the labour market
 - Shortage of artisans produced for the SIPs due to insufficient supply of artisans, poor quality of artisan training, and systemic weaknesses.

2. The **poor quality** of apprenticeship training and the **resulting lower level of skill and competence** of the artisan produced
 - Out-dated curricula or curricula that are not aligned with the needs of the trades
 - Poor quality / inadequate infrastructure and tools at TVET colleges for apprenticeship training.
 - Uneven levels of trade expertise among teachers.
 - Little-to-no on-the-job learning exposure.

3. **Systemic weaknesses** in the training of apprentices and the production of artisans.
 - Fragmented trade qualifications with no national oversight or coordination for a single trade;
 - Weak monitoring and quality assurance of apprenticeship programmes;
 - Complicated registration systems for apprentices, leading to delays and employer frustration;
 - Excessive delays in trade testing

APPROPRIATENESS



The design of the CoS Programme is based on research, consultation and previous pilot projects using the dual-system methodology (design process)

The CoS programme is **built on learnings** on artisan training globally and locally, input from international agencies such as the GIZ, JICA, the British Council and others, and extensive consultation with SIPs stakeholders



The CoS Programme has been correctly conceptualised and designed

The CoS programme **answers directly** to the commitment of the DHET to create:

“A skilled and capable workforce to support inclusive economic growth”.



Programme objectives are clear and commonly understood, relevant and realistic and have a clear theory of change which illustrates how the various components in the programme are designed to work together in the achievement of outcomes and objectives

The CoS Programme is **designed to meet two objectives** simultaneously – Quantity and Quality

- The **quantity** objective focuses on addressing the demand for skilled labour in the 13 priority trades to meet not only the demands of the SIPs, but also general labour market demand
- The **quality** objective of the CoS Programme focuses on building the capacity of the public TVET college system to deliver specialised, good quality, industry-appropriate trade qualifications with employer partners



EFFICIENCY

RESEARCH QUESTION:

HAS THE IMPLEMENTATION OF THE COS PROGRAMME BEEN EFFICIENT?

IF DHET establishes the Project Management Unit (PMU) and Occupational Team Conveners (OTC) AND IF DHET facilitates collaboration and coordination between stakeholders AND IF DHET ensures that the necessary funding frameworks are in place, THEN the CoS will have the appropriate regulation, governance, and funding in place (immediate outcome 1).

IMMEDIATE OUTCOME 1: APPROPRIATE REGULATORY, GOVERNANCE AND FUNDING



There appears to be a disconnect between some parties to the CoS Programme

- Programme **governance** and **management** structures established and operational.
- **External support** contracted to support 'pilot' programme delivery.
- Some challenges remain:
 - **Governance** structures are too large
 - Stakeholders have not all allocated **dedicated** resources (continuity)/ some have limited participation
 - Not enough **consideration** given to **autonomy** of various stakeholders
 - Management structures **not adequately** capacitated (key structure)
 - **Varying levels** of success achieved by Workstreams, while WS 8 was a late addition
 - **Disproportionate** number of trades assigned to OTs.
 - **OTs** have done well, but **temporary** nature threatens continuity and sustainability



The funding made available to the CoS Programme was designed to ensure minimum funding for the entire integrated apprenticeship learning process

- Funding frameworks (for voted funds) developed for all 13 trades
- For the 'pilot' phase of the CoS Programme, funding sources:
 - Appropriations: TVET Branch fiscus
 - Skills Development Levy: National Skills Fund (NSF)
 - Skills Development Levy: SETAs
 - **Unseen** costs contributed by some employers
- The funding 'model' is expected to change going forward – sourced from appropriations, skills development levies and tax rebates.
 - Unclear how additional TVET colleges/ trades – Capex involved, will be funded (infrastructure, equipment, LTSM, training etc.)
 - Employer contribution beyond the grant should be included
 - Budgeting for voted funds and SDL should not be done in isolation – should be joint between TVET Branch, Skills Branch (and NSF) (SETAs budget annually, but this is a 3-year programme)

IF the occupational qualifications, National Occupational Curriculum Content (NOCC) and learning teaching and support materials (LTSM) are developed AND IF facilitators, mentors and assessor development programmes are in place, THEN the CoS will have the necessary LTSM for teaching and learning for the 13 trades (immediate outcome 2).

IMMEDIATE OUTCOME 2: APPROPRIATE LTSM FOR TEACHING AND LEARNING



New Occupational Qualifications are in place for all 13 priority artisan trades included in the CoS programme.



The development of the learning materials for the 13 trades has been one of the most problematic aspects of the CoS Programme.

- New learning material needed to be developed for use by lecturers, trainers, learners and workplace mentors.
- Significant number of trades for which appropriate and adequate learning materials had still not been developed.
 - Delays and bottlenecks in the government procurement processes. Tenders published late, and an insufficient number of qualifying bids.
 - Concerns about the quality of LTSM delivered - misaligned to the NOCC, factual errors and/or out-of-date information, and copied from existing materials without applying any thought or understanding
- Solution was to develop learning materials drawn from legacy qualifications, industry, and SETA materials. This has created inconsistencies between sites and increased burden on facilitators



The National Occupational Curriculum Content for all thirteen priority artisan trades has been developed.



Limited consideration given to facilitator and mentor development

- Facilitators should be trained on content and andrological methods
- Piecemeal and non-centralised facilitator development with GIZ and JICA
- Despite the importance of mentorship, no mentor development programme planned
- GIZ stepped in to develop a train-the-trainer approach to train OTCs who then can train mentors (but this is not sustainable)

IF TVET colleges commit to the CoS and establish the required governance, management and administrative systems AND IF TVET colleges upgrade infrastructure and equipment and are accredited as a Skills Development Provider AND IF facilitators are contracted and trained to meet CoS requirements AND IF TVET colleges implement the NOCC as planned, THEN TVET colleges should have improved capacity to produce artisans (immediate outcome 3).

IMMEDIATE OUTCOME 3: INCREASED CAPACITY OF TVET COLLEGES TO PRODUCE ARTISANS



Nineteen TVET colleges with 26 sites have been formally inducted into the CoS programme to provide the Occupational Qualifications for the 13 priority artisan trades.

- Actual participation is driven by college executive buy-in and commitment which is cited as key to the success of the CoS



Many TVET colleges have appointed CoS project managers & facilitators.

- OTCs and project managers at college level work closely to deliver a cohesive Programme straddling the TVET and industry.
- Improvements can be made in project managers fulfilling their support roles.
 - Must be strengthened as project managers are expected to take over the role of the OTCs following the 'pilot'.
- Difficulties in finding, recruiting, appointing appropriately qualified and experienced facilitators – balance between knowledge and experience



All TVET colleges have established the structures required to assist with the governance, management and implementation of the CoS Programme.

- Reference groups found to be particularly successful and valued - creating a transparent and collaborative working space.
- Level of participation from some stakeholders found wanting



Workshops appear to have been completed at 21 of the CoS sites.

- Not all have workshops have been appropriately built and fitted
 - Challenges with procurement of appropriate equipment, infrastructure and technology – procurement guidelines
 - Some workshops not yet commissioned
 - Tablets, laptops and connectivity outside the TVET a challenge
- Risk given importance for the practical component of the integrated programme

IF employers commit to the CoS and actively participate in the programme AND IF employers are accredited for workplace-based learning (WBL) AND IF mentors are appointed and trained to meet CoS requirements AND IF employers implement the NOCC, THEN employers should be able to adequately train apprentices (immediate outcome 4).

IMMEDIATE OUTCOME 4: EMPLOYERS ABLE TO ADEQUATELY TRAIN AND DEVELOP APPRENTICES



Employers committed to the CoS.

- Challenge finding employers in rural areas
- Employers are committed and enthusiastic about the programme
- Lead/ host employer model allows smaller employers to participate
 - Host employers do not have the same status or level of participation
 - A heavy reliance on lead employers could create a dependency
 - Host employers are contractually bound to the lead employer
 - Host employers may not be able to provide the full exposure required



Several inconsistencies around the mentorship of apprentices.

- Many employers have failed to appoint a dedicated mentor, instead appointing supervisors – indicates a misunderstanding of the purpose of mentorship.
- Some see mentorship as a sunk cost to the company (not accounted for in the funding of the CoS)
- Unclear if host employers have made mentorship capacity available



All direct and lead employers have received workplace approval.

- Concerns raised about workplace approval.
 - General lack of commitment from SETAs to the approval process
 - Unclear and non-standardised workplace approval criteria and guidelines, inefficient processes and systems, insufficient SETA capacity (for site visits), and lengthy timelines.
- May pose a risk to the programme if interested employers choose to withdraw from the programme.



Apprentice wages.

- The wages (stipends) paid by employers are regulated by the Apprenticeship Sectoral Determination, but not standardised
- Where employers are members of bargaining councils, they have different minimum stipend or allowance levels
 - Legislation does allow for exemption, but such a decision would need to be made by the Department of Labour
- SETA grant applications also found to be problematic – a lack of commitment and heavy admin burden for multiple tranches

IF SETAs commit to the CoS AND IF SETAs actively recruit and approve employers AND IF SETAs allocate grants as planned, THEN SETAs should be able to efficiently and effectively participate in the CoS programme (immediate outcome 5).

IMMEDIATE OUTCOME 5: SETAS EFFECTIVELY PARTICIPATE IN THE COS



The findings reveal a fragmented landscape with varied levels of commitment from SETAs, and inconsistent processes and criteria for workplace approvals, grant funding applications, and grant funding disbursements.

- Not enough consideration has been given to the autonomous nature of SETAs – resulting in inconsistent buy-in from the SETAs and inconsistent understanding of their roles and responsibilities.
- **Misalignment** between TVET Branch and Skills Branch
 - The funding of learnerships is the mandate of SETAs, so DHET sees the CoS programme as an extension of this mandate to these trades at these colleges.
 - Some SETAs appear to view the CoS programme as a special project or pilot that is over and above their normal duties.
 - Where SETAs do treat the CoS as business as usual, they are not always efficient and effective. Several findings relate to the late registering of apprentice contracts, slow workplace approval, inefficiencies in grant processes and delays in grant payments.
- While SETAs perceive themselves to have good working relationships with one other, others view the SETA operating environment as fragmented and siloed, with little sharing of information and learnings
- Additional complications:
 - A single SETA could be funding multiple trades, and may not have sufficient capacity to undertake all these duties for all trades and across all sites.
 - Conversely, a single trade or a single CoS (two per trade) may need to engage with a large number of SETAs which requires a significant amount of effort and coordination, and creates some confusion around funding criteria, workplace approvals and employer engagement.
 - Some SETAs are funding employers that are not registered with them (or registered at all) and are not levy-paying. Questions must be asked about the level of effort these SETAs put towards the CoS Programme when they derive no benefit in return.

IF trade test regulations and trade tests are developed AND IF trade test centres are upgraded AND IF assessors/moderators are appointed and trained to meet CoS requirements , THEN the CoS should have the trade test centres needed for CoS trades (immediate outcome 6).

IMMEDIATE OUTCOME 6: EFFECTIVE AND EFFICIENT TRADE CENTRES FOR COS TRADES



Phase assessment, internal assessments and external assessment have not been developed for all trades .

- Facilitators do not have the necessary knowledge and skills, and have not been given any training and support, to design and develop the phase and internal assessments.
- Only four EISA trade tests have been developed for the CoS trades – electrician, plumber, fitter and turner and mechanical fitter

Trade test facilities (centres) not established/ do not meet required standards for all trades.

- EISA trade tests must be conducted in a simulated environment at an accredited centre.
- External trade test centres near each CoS where to be developed in this capacity
 - This was unsuccessful as existing trade test centres are not capacitated (in terms of infrastructure, equipment and tools) to conduct the EISA for the CoS qualifications
- Consideration now being given to accredit every CoS as a trade test centre (but with an independent assessor)



EMERGING OUTCOMES

RESEARCH QUESTION:

IS THE COS PROGRAMME MAKING ENOUGH PROGRESS TOWARDS ITS PLANNED OBJECTIVES?

KEY FINDINGS

EARLY EFFECTIVENESS



Improving the capacity of colleges to deliver apprenticeship training.

- Significant progress made in colleges with strong management buy-in and support towards implementation and institutionalization of the CoS Programme at college level



Improving implementation and delivery of apprenticeship training.

- Given the string and appropriate design of the CoS Programme, the programme is likely to improve the implementation and delivery of apprenticeship training



Improving collaboration/ coordination between stakeholders.

- Weak buy-in from some stakeholder groups means that relationships have not been built, especially where there is an over-reliance on the OTCs/ temporary structures



Improving the knowledge, skills and competencies of apprentices (employability).

- Limited evidence to date as implementation of the first cohort is still ongoing

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