

## DEPARTMENT OF HIGHER EDUCATION AND TRAINING

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## DEPARTMENT OF HIGHER EDUCATION AND TRAINING

CONTINUING EDUCATION AND TRAINING ACT, 2006 (ACT NO. 16 OF 2006)

HIGHER EDUCATION AND TRAINING ACT, 1997 (ACT NO. 101 OF 1997)

POLICY FRAMEWORK FOR THE REALISATION OF SOCIAL INCLUSION IN  
THE POST-SCHOOL EDUCATION AND TRAINING SYSTEM

I, **Bonginkosi Emmanuel Nzimande**, MP, Minister of Higher Education and Training, in terms of the Continuing Education and Training Act, 2006 (Act No. 16 of 2006) and the Higher Education Act, 1997 (Act No. 101 of 1997), hereby publish for implementation the Policy Framework for the Realisation of Social Inclusion in the Post-School Education and Training (PSET) System.

This policy framework is intended to assist public higher education and training institutions to implement and report on elements of social inclusion. The Department of Higher Education and Training will use the framework as a monitoring instrument to ensure that the transformation priorities of the Department are taken into account at all public PSET institutions. The policy framework will be fully implemented in 2017/8.

**Dr BE Nzimande, MP****Minister of Higher Education and Training**

Date:

09/11/2016

# POLICY FRAMEWORK FOR THE REALISATION OF SOCIAL INCLUSION IN THE POST-SCHOOL EDUCATION AND TRAINING SYSTEM

2016

***Purpose of the Policy Framework***

The *Policy Framework for the Realisation of Social Inclusion in Post-School Education and Training Institutions* intends to assist post-school education and training institutions in the implementation of social inclusion and to provide a monitoring instrument to the Department of Higher Education and Training to ensure that the social inclusion priorities of the DHET are taken into account in all PSET institutions.

Through this policy framework, the department is creating an enabling environment for social inclusion in post-school education and training that will ensure that social inclusion-related policies and legislation in institutions are developed, implemented and monitored. The policy framework compliments various international and national policies to enhance human dignity and affirm the Bill of Rights entrenched in the Constitution of the Republic of South Africa.

### ***Foreword by the Minister of Higher Education and Training***

The Universal Declaration of Human Rights proclaimed by the United Nations General Assembly in Paris on 10 December 1948 (General Assembly resolution 217 A) sets a common standard of achievements for all peoples and all nations. It sets out, for the first time, fundamental human rights to be universally acknowledged and protected. In its preamble, it recognises the inherent dignity and the equal and inalienable rights of all people as the foundation of freedom, justice and peace in the world.

Corresponding to the Universal Declaration, the South African Bill of Rights enshrined in the Constitution of the Republic of South Africa is the cornerstone of our democracy. It enshrines the rights of all people in our country and affirms the democratic values of human dignity, equality and freedom. The state must, and therefore my Ministry and the Department of Higher Education and Training, with all its institutions, entities and agencies, will respect, protect, promote and fulfil the rights in the Bill of Rights.

All institutions in the Post-School Education and Training System have the responsibility to nurture students and to prepare them for a positive role in a democratic society. We have to have a socially inclusive society that cuts across state boundaries as well as racial, ethnic, gender, disability, national and religious identities to achieve a united human race based on human dignity.

We have to acknowledge that social inclusion is not only an outcome, but also a process. We have started this process of publishing this '*Policy Framework for the Realisation of Social Inclusion in the Post-School Education and Training System*'. The intention of this policy framework is to ensure that educational institutions recognise and promote integration, a culture of human rights, unity in diversity as well as human dignity.

I call on all institutions in the post-school education and training system to introduce concrete and progressive measures, from academic programmes, administration and infrastructure to the administration of student hostels to move towards a socially inclusive society. We will work closely with institutions to ensure gender-based violence and all forms of discrimination are eradicated in public education and training institutions, in part contribution towards the achievement of chapter 2 of the Constitutions of the Republic of South Africa.

**Dr BE Nzimande, MP**

**Minister of Higher Education and Training**

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*Acronyms*

|                   |                                                                                                                          |
|-------------------|--------------------------------------------------------------------------------------------------------------------------|
| <b>AIDS</b>       | Acquired Immune Deficiency Syndrome                                                                                      |
| <b>CEDAW</b>      | Convention on the Elimination of All Forms of Discrimination against Women<br>(adopted by the UN General Assembly, 1979) |
| <b>CET</b>        | Community Education and Training                                                                                         |
| <b>CGE</b>        | Commission for Gender Equality                                                                                           |
| <b>CHE</b>        | Council on Higher Education                                                                                              |
| <b>DAC</b>        | Department of Arts and Culture                                                                                           |
| <b>DOE</b>        | Department of Education                                                                                                  |
| <b>DoJ&amp;CD</b> | Department of Justice and Constitutional Development                                                                     |
| <b>DHA</b>        | Department of Home Affairs                                                                                               |
| <b>DHET</b>       | Department of Higher Education and Training                                                                              |
| <b>DOH</b>        | Department of Health                                                                                                     |
| <b>DSD</b>        | Department of Social Development                                                                                         |
| <b>EU</b>         | European Union                                                                                                           |
| <b>HE</b>         | Higher Education                                                                                                         |
| <b>HEAIDS</b>     | Higher Education AIDS                                                                                                    |
| <b>HESA</b>       | Higher Education South Africa (now Universities South Africa)                                                            |
| <b>HIV</b>        | Human Immunodeficiency Virus                                                                                             |
| <b>MTEF</b>       | Medium Term Expenditure Framework                                                                                        |



|               |                                                                  |
|---------------|------------------------------------------------------------------|
| <b>NAP</b>    | National Action Plan                                             |
| <b>nGAP</b>   | new Generation of Academics Programme                            |
| <b>NSFAS</b>  | National Student Financial Aid Scheme                            |
| <b>NSIF</b>   | National Social Inclusion Forum                                  |
| <b>PSET</b>   | Post-School Education and Training                               |
| <b>SAHRC</b>  | South African Human Rights Commission                            |
| <b>SETA</b>   | Sector Education and Training Authority                          |
| <b>SI-RIM</b> | Social Inclusion Review and Improvement Model                    |
| <b>SRC</b>    | Student Representative Council                                   |
| <b>TVET</b>   | Technical and Vocational Education and Training                  |
| <b>TRC</b>    | Truth and Reconciliation Commission                              |
| <b>UNESCO</b> | United Nations Educational, Scientific and Cultural Organisation |

## Policy Framework for the Realisation of Social Inclusion in Post-School Education and Training Institutions

### 1. Introduction

*“All human beings are born free  
and equal in dignity and rights”*

Universal Declaration of Human Rights, 1948

Through the United Nations General Assembly resolution in Paris on 10 December 1948 (General Assembly resolution 217 A), the Universal Declaration of Human Rights was adopted as a common standard of achievement for all peoples and all nations. To the end, “every individual and every organ of society shall strive by teaching and education to promote respect for these rights and freedoms and by progressive measures, national and international, to secure their universal and effective recognition and observance, both among the peoples of Member States themselves and among the peoples of territories under their jurisdiction”.

Since the birth of our constitutional democracy in 1994, legislation and policies at various levels have acknowledged the need for a socially inclusive and cohesive society, united in its diversity.

South Africa has signed numerous regional, international conventions, treaties and protocols that protects the right of every citizen and non-citizen, opposes violation of human rights and the exploitation of vulnerable groups in our society (Department of International Relations and Cooperation : South African Treaty Register). South Africa has an obligation to keep record of national treaty reports and monitors the status thereof.

The Department of Higher Education and Training, through its transformation policies, equally contributes to the realisation of national plans that advance social cohesion, inclusion human rights and social justice. The DHET is also expected to contribute to the fulfilment of regional and international obligations outlined below, under the section, national and international contexts. The Constitution (Act 108 of 1996) together with the national, regional and international protocols and obligations are the foundations and pillars of this social inclusion policy framework.

### ***1.1 National and International Contexts***

The history of South Africa before the advent of democracy was characterised by racial, social and economic inequalities. These inequalities were entrenched through legislation that enforced separate and unequal education and training opportunities for South Africans. The Bantu Education Act of 1953 (Act No. 47 of 1953; later renamed the Black Education Act, 1953) was one of the South African segregation laws which legalised several aspects of the apartheid system. Its major provision was enforcing racially separated educational provision and facilities. The then ruling National Party which governed South Africa from 1948 to 1994, ensured that the African majority received education in their own schools, colleges and universities. The Extension of University Education Act (Act No. 45 of 1959) furthermore introduced ethnically-based universities that were underdeveloped as compared to established institutions such as the University of Cape Town, Rhodes University and the University of the Witwatersrand.

The period after 1994 was marked by government efforts aimed at the transformation of the entire education sector. Chapter 1 of the South African Constitution (Act 108 of 1996) stresses equality and the advancement of human rights. The Constitution guarantees equal access to education for all.

The Preamble of the Constitution of the Republic states that “South Africa belongs to all who live in it, united in our diversity.” This is a statement of social cohesion as it embraces all people within the boundaries of South Africa as South Africans. Nation-building and social cohesion are articulated in the founding provisions of the Constitution, Section 1 (a) human dignity, the achievement of equality, and the advancement of human rights and freedoms and (b) non-racialism and non-sexism, and (c) the supremacy of the Constitution and the rule of law.

The Department of Arts & Culture's (DAC's) National Strategy for Developing an Inclusive and Cohesive South African society (June 2014), places dialogue and/or interaction at the centre of promoting and understanding social cohesion.

Notably all policies and legislation after 1994 aimed to transform the society by adopting the principles of redress, quality, equity and access.

The 1995 **White Paper on Education and Training** (Notice 196 of 1995) places "special emphasis on the **redress** of educational inequalities among those sections of our people who have suffered particular disadvantages, or who are especially vulnerable, including street children, out-of-school youth, the disabled and citizens with special educational needs, illiterate women, rural communities, squatter communities, and communities damaged by violence". It furthermore directs that "the state's resources must be deployed according to the principle of **equity**, so that they are used to provide essentially the same **quality** of learning opportunities for all citizens". However, great emphasis is being placed on creating better **access** to diverse education and training opportunities and the improvement of the **quality** of education and training services.

The former Department of Education (DoE) released the **Education White Paper 3: A Programme of Transformation for Higher Education, July 1997**. It explains transformation as:

- Eradicating all forms of discrimination;
- Promoting equity of access and fair chances of success for all;
- Advancing redress of inequalities;
- Meeting, through its teaching, learning and research programmes, national development needs including the economy's high skilled employment needs;
- Supporting a democratic ethos and a culture of human rights through education programmes and practices conducive to critical discourse and creative thinking, cultural tolerance and a commitment to a humane, non-racist and non-sexist social order; and
- Contributing to the advancement of all forms of knowledge and scholarship and upholds rigorous standards of academic quality.

In September 1998, the then Minister of Education, Professor SM Bengu released the **Education White Paper 4: A Programme for the Transformation of Further Education and Training, September 1998** called for a TVET system (then referred to as Further Education and Training) that would invest in the youth, link education and training with the labour market and addressing the fate of ‘out-of-school youth’. It emphasised that students exiting from this sector will have to acquire not only technical and vocational knowledge but should be developed as future citizens of a democratic country where they would participate in social and economic development in society. It recognised the “social, cultural and humanistic dimensions” of the TVET sector and these dimensions are recognised and strengthened in the *Policy Framework for the Realisation of Social Inclusion in the PSET System*.

In 2001 the then Minister of Education, Prof Kader Asmal, released the **Education White Paper 6: Special Needs Education – Building an inclusive education and training system**. In this white paper government commits to the provision of educational opportunities in particular for those learners who experience or have experienced barriers to learning and development or who have dropped out of learning because of the inability of the education and training system to accommodate their learning needs. It recognises that South Africa’s vision of an inclusive education and training system can only be developed over the long term and that the actions taken in the short to medium term will provide models for later system-wide application. It also emphasised the importance of clarity on the capital, material and human resource development, and consequently the funding requirements, of building an inclusive education and training system.

Since 1995, the then DoE and the DHET have effected a legislative and enabling environment in place for the post-school education and training system. All these reflected the values, principles and implementation of social inclusion in the post-school education and training system.

There is a plethora of policies and legislation (from various government departments in general and specific from the DHET) addressing issues of social inclusion. A list is attached as **Annexure A**. It clearly shows that South Africa has, since the advent of democracy and freedom in 1994, included social inclusion in legislation and developed many policies that enable the country to address the injustices of the past and build a more inclusive and cohesive South African society.

When looking at the international context, the birth of a democratic South Africa in 1994 made the country a fully-fledged member of the international community and its multilateral structures. There are numerous international treaties and conventions in this area that South Africa has ratified. The DHET, for example, is expected to observe international conventions such as the United Nations' Universal Declaration for Human Rights, the United Nations Educational, Scientific and Cultural Organisation (UNESCO) Convention on the Protection and Promotion of the Diversity of Cultural Expressions, the Convention for the Elimination of Discrimination Against Women (CEDAW), 2001 United Nations Conference Against Racism, the African Union's Charter for African Cultural Renaissance as well as Africa's AGENDA 2063, and the African Union's Charter for African Cultural Renaissance, to name a few. These treaties and conventions require periodical country reports that must be submitted to relevant multilateral bodies.

The DHET and institutions reporting to it are expected to align their implementation strategies and long-term plans with these international conventions and declarations. In this regard, the DHET is obliged to contribute to periodical country reports and works collaboratively with coordinating departments.

At national level, the DHET is expected to contribute to national initiatives aimed at achieving nation-building and social cohesion. In the context of government programmes, the DHET is expected to actively partake in the implementation of **Outcome 14: Nation-Building and Social Cohesion priorities in its policies and programmes.**

This outcome is based on **the National Development Plan-Vision 2030** vision and trajectory which states:

*In 2030, South Africans will be more conscious of the things they have in common than their differences. Their lived experiences will progressively undermine and cut across the divisions of race, gender, disability, space and class. The nation will be more accepting of peoples' multiple identities. In this South Africa there will be:*

- *Broad-based knowledge about and support for a set of values shared by all South Africans including the values contained in the Constitution.*

- *An inclusive society and economy. This means tackling the factors that sustain inequality of opportunity and outcomes by building capabilities, removing participating barriers and redressing the wrongs of the past.*
- *Increased interaction between South Africans from different social and racial groups.*
- *Strong leadership across society and a mobilised, active and responsible citizenry.*

Outcome 14, therefore, requires the DHET to intensify its efforts in building cohesive and inclusive PSET institutions and create an environment for the development of responsible citizenship by ‘tackling the factors that sustain inequality of opportunity’ and redressing the injustices of the past in the provision of education and training.

This policy framework will ensure through monitoring and evaluation of institutional policies and programmes that Outcome 14 is realised in the PSET system.

The DHET is represented on inter-departmental committees that deal with nation-building and social cohesion initiatives. It participates in the National Action Plan (NAP) against Racism, Racial Discrimination, Xenophobia and Related Intolerance coordinated by the Department of Justice and Constitutional Development (DoJ&CD). Social inclusion in the PSET system is an important element of the NAP.

The development of languages cuts across departments and the department is expected to submit progress reports on the development of previously marginalised languages to an interdepartmental committee led by the DAC.

The DHET also participates in the reparations process of the Truth and Reconciliation Commission (TRC) Unit under the DoJ&CD as education and training is a key component of the reparations programme of the TRC. This process contributes to national unity and redress as communities that were identified as victims of gross human rights violation under the TRC process receive, among other forms of support, education and training resources. Most of these communities are socially and economically underdeveloped.

Gender equity is a critical part of national development and the framework equally addresses the participation and empowerment of women the PSET system. This policy framework also recognises women's rights as part of human rights in society and a critical part of social inclusion.

The DHET's 'Calendar of Significant Days' (which forms part of this framework) encourages public institutions (TVET colleges, CET colleges and universities) to participate in activities that promote social cohesion, community service and inclusion. Institutions actively observe Human Rights Day (21 March), Freedom Day (27 April), Youth Day (16 June), Mandela Day (18 July), Women's Day (7 August) and Heritage Day (24 September) to celebrate unity in diversity and the birth of democracy and freedom in South Africa. Africa Day on 25 May is celebrated to emphasise South Africa's place on the African continent though this day is not a public holiday in the country.

The DHET is thus working collaboratively with departments such as DAC, Department of Home Affairs (DHA), DoJ&CD, Department of Social Development (DSD), Department of Health (DoH) and the Department of Women (DoW). This requires the DHET not only to coordinate and implement various initiatives within the PSET system, but to work closely and in collaboration with various departments, agencies and organisations to implement social inclusion in the PSET system. This policy framework will assist the DHET in strengthening relationships with other government departments.

It will also serve as a monitoring instrument that will enable the DHET to report on issues of social inclusion.

The development of a Social Inclusion Policy Framework for the DHET will equally ensure that there is synergy and shared understanding as far as the implementation of social inclusion is concerned.

The policy framework will address a major challenge facing the Post-School Education and Training (PSET) system as there has never been an integrated framework developed to define the roadmap to a socially inclusive PSET system that is in line with the values of the Constitution.

The policy framework further locates the PSET system within the universal human rights discourse. Social inclusion as a concept embraces the entire humanity and cuts across all the factors that divide human beings. It recognises the fact that all human beings, regardless of national boundaries of states,



socio-economic background, age, disability, ethnic or racial origin, religion and any other form of belief are entitled to human dignity and should be protected by the State.

There are existing policies and legislation that address social inclusion issues and government in the broader context, and the Department of Higher Education and Training (DHET) in specific, have achieved major successes in promoting a PSET system that accommodates all South Africans, regardless of national boundaries of states, socio-economic background, age, disability, language, ethnic or racial origin, religion and any other form of belief. This has been done through progressive policy developments in support of transformation of the system, increased opportunities for all in the PSET system and increased funding for the education and training of the poor.

This policy framework was developed to build an understanding of social inclusion in the PSET system and to ensure the implementation of social inclusion in all forms of public PSET institutions. These institutions include public universities, higher education colleges, university colleges, Technical and Vocational Education and Training (TVET) colleges, Community Education and Training (CET) colleges as well as Skills Development Centres.

Private PSET institutions are also required to operate in terms of the mandates of the Constitution (the Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996)<sup>1</sup>) and the White Paper for PSET<sup>2</sup> and other relevant policy directives as outlined in section 2 of this Policy Framework.

The implementation of social inclusion is also regulated through the 'Regulations for the Registration of Private Higher Education Institutions'<sup>3</sup> and the 'Regulations for the Registration of Private Further Education and Training Colleges'<sup>4</sup>. These regulations do not cover social inclusion in the broader context (as defined through the elements identified in this document), but touch on it in terms of

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<sup>1</sup> The Constitution of the Republic of South Africa, (Act No. 108 of 1996), Section 29, Chapter 2, p.29.

<sup>2</sup> White Paper for Post-School Education and Training: Building and Expanded, Effective and Integrated Post-School System, approved by the Cabinet on 20 November 2013.

<sup>3</sup> Higher Education Act, 1997: Regulations for the Registration of Private Higher Education Institutions (Regulation No. R1564 of Government Gazette No. 24143 dated 13 December 2002)

<sup>4</sup> Continuing Education and Training Act, 2006 as amended: Regulations for the Registration of Private Colleges (Regulation No. R1134 of Government Gazette No. 8796 dated 7 December 2007)

registration, viz.: “An application must include a signed declaration by the applicant that the institution, if registered, will not discriminate on the basis of race and that it will comply with the provisions of section 9(4) of the Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996)”. They are encouraged to support and advance transformation.

Where cases of discrimination and inappropriate behaviour are reported, private institutions are referred to the relevant chapter 9 institutions to investigate.

The policy framework is organised under the following sections:

1. Conceptual Framework;
2. Strategic Intent; and
3. Implementation.

The conceptual framework, discussed below, serves as a rationale for the policy framework for the realisation of social inclusion in the PSET system and the coordination thereof. It outlines the individualised and systemic challenges and opportunities of social inclusion in the PSET system. It also outlines the key terminology used in this context.

**Emanating from the conceptual framework, the next section on the strategic intent specified the systemic goals and objectives. It identifies five strategic themes, viz.:**

- a. Eradication of poverty and social exclusion in the system by mobilisation all PSET institutions and stakeholders in the sector towards common social inclusion objectives;
- b. Common indicators to measure progress in the achievement of social inclusion;
- c. The development of evidence based progress reports indicating performance against national action plans on social inclusion;
- d. Mutual learning and exchange on social inclusion in the PSET system; and
- e. Social inclusion assessment in the form of annual reports on progress or achievement of social inclusion in PSET.

The last section provides a high-level implementation strategy including implementation challenges. It formulates the policy instruments and mechanisms to be used in implementation. It furthermore

addresses the issues of funding, co-ordination and strategic leadership, as well as assessing the effectiveness of social inclusion over the short, medium and longer term.

## **2. Conceptual Framework**

The following sections are not an attempt to give an exhaustive record of the national and international context. They briefly give an overview of the rationale for the *Policy Framework for the Realisation of Social Inclusion in the Post-School Education and Training System* and the coordination thereof in the PSET system. The conceptual framework section starts by outlining the constitutional mandate for social inclusion in the PSET system. After the contextual summary, the next section outlines the current legislative and policy context this policy framework is embedded in, as well as the key terminology used in this context. The final one concludes by identifying the need for a *Policy Framework for the Realisation of Social Inclusion in the Post-School Education and Training System* and the process that has been followed in developing the policy framework.

### **2.1 Constitutional Mandate**

The aim of this *Policy Framework for the Realisation of Social Inclusion in the Post-School Education and Training System* is to promote and to fulfil the rights contained in the Bill of Rights of the Constitution (the Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996)<sup>5</sup>). The DHET has committed itself to the provision of quality PSET in South Africa, which is in line with section 29 (1) of the Constitution, that everyone has the right to basic education and to further education, which the state, through reasonable measures, must make progressively available and accessible.

### **2.2 Continued Challenges in the Post-School Education and Training System**

Although much progress has been made in realising social inclusion, including the establishment of a solid policy and legislative environment, major challenges still exist. In 2008, the then Minister of Education, Ms Naledi Pandor, MP, commissioned an investigation into racism and social cohesion in public higher education institutions as a result of a growing trend of racial incidents on university campuses. The *Ministerial Report on Transformation and Social Cohesion and the Elimination of*

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<sup>5</sup> The Constitution of the Republic of South Africa, (Act No. 108 of 1996), Section 29, Chapter 2, p.29.

*Discrimination in South Africa's Public Higher Education Institutions* (2009) reported that there was still racism and other forms of discrimination in South African public higher education institutions. Other challenges identified were lack of transformation in other areas such as gender, disability and representation of other racial groups in academic positions. The report highlighted the need to promote diversity not only in the student population but also to ensure that the academic staff composition is equally diverse and institutional cultures of exclusion are transformed. It concluded that higher education institutions don't have a shared understanding of "transformation" and "social cohesion."<sup>6</sup>

The Higher Education South Africa's (HESA) (now known as Universities South Africa) position paper in response to the ministerial report stated: "transformation is a contested concept with different constituencies within universities and from one university to another seemingly working with differing conceptions of what transformation means." It further states that the concept, "social cohesion" needs greater interrogation and recognised deep disagreements within the university sector<sup>7</sup>.

Clearly, the realisation of the goals of White Papers 1, 3, 4 and 6 remains a major challenge for most PSET institutions in our country. There has also been growing political intolerance of different views, a situation which has the potential of reversing the 1994 democratic gains if left unattended by stakeholders in the PSET system.<sup>8</sup> More than twenty years into democracy, PSET institutions are still experiencing racial tension and intolerance, despite earlier government efforts to lay the foundations of a united education system during the first five years of democracy, between 1994 and 1999.

The situation in public TVET colleges also needs attention though their racial discrimination and exclusion challenges have not yet reached crisis point. There is a need to constantly nurture attitudes for responsible citizenship and constitutional values as articulated in the Bill of Rights.

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<sup>6</sup> See the Report of the Ministerial Committee on Transformation and Social Cohesion and the Elimination of Discrimination in Public Higher Education Institutions (released in April 2009)

<sup>7</sup> HESA (March 2010) Sector Position Paper on Soudien Report, pp.9-10

<sup>8</sup> Department of Higher Education and Training, e-bulletin (September 2015), Statement of the Director-General of Higher Education & Training, Mr GF Qonde on political intolerance in Universities and a call to ensure stability in these institutions, especially during SRC elections.

It is important to note that the DHET has, since its inception in 2009, acted decisively in promoting redress<sup>9</sup> and addressing racism.<sup>10</sup> Incidents of racism have received prompt attention and investigation.

Attention has been paid to staff development and transformation by introducing intervention measures such as the new Generation of Academics Programme (nGAP) which encompasses both historically advantaged and disadvantaged higher education institutions.<sup>11</sup> nGAP has the potential of changing the academic landscape of South Africa in all disciplines as young black South Africans below the age of 40 will be able to start the long journey of becoming academic researchers, thus addressing the anomalies identified by the White Paper 3: A Programme for Transformation of Higher Education.

Public TVET colleges, CET colleges, the SETAs and other higher education institutions will have to adopt similar models to ensure that their staff composition reflect the demographics of the country in terms of race, class, disability, gender and geography.

This policy framework has noted the Ministerial Statements on Disability Funding and the fact that no infrastructural programme will take place without addressing disability issues.<sup>12</sup>

The preamble of the Higher Education Act, 1997 (Act No. 101 of 1997)<sup>13</sup> (the HE Act) and the Continuing Education and Training Act of 2006 (Act No. 16 of 2006)<sup>14</sup> (the CET Act) contain the values of the Constitution and the rights contained in the Bill of Rights, to redress past discrimination and ensure representivity and equal access to post-school education and training institutions; to promote

<sup>9</sup> Department of Higher Education and Training, The Medium Term Strategic Framework (MTSF), 2014-2019, Indicators on higher education enrolment and post-graduate targets especially in critical, scarce skills of Science, Technology, Engineering and other fields.

<sup>10</sup> Department of Higher Education and Training, Reports on investigations in racial incidents of first year students in the North West University, 2014

<sup>11</sup> Department of Higher Education and Training (2015), *Sunday Times* advertisement of posts, Careers Section, 31 May 2015 and other on 7 June 2015, under the nGAP of DHET and also note the MTSF 2014-2019, pp. 18-19

<sup>12</sup> Department of Higher Education and Training (2014) *Woza Sizokwakha! Building Higher Education: Infrastructural Renewal, Revitalisation and Development*

<sup>13</sup> Higher Education Act (Act No. 101 of 1997) hereinafter referred to as HE Act, 1997 (see section 31(1)(i)-(v) and the White Paper 3: A Programme of Transformation for Higher Education Institutions

<sup>14</sup> Continuing Education and Training Act (Act No. 16 of 2006) hereinafter referred to as the CET Act. The CET Act prohibits corporal punishment and initiation practices which undermine the fundamental rights and values which are underpinned in the Constitution (see section 15, 16 and 17(2) of the CET Act).

the values which underlie an open and democratic society based on human dignity, equity and freedom; to respect the freedom of religion, belief and opinion; to respect and encourage democracy, academic freedom, freedom of speech and expression, creativity, scholarship and freedom.

The White Paper for Post-School Education and Training<sup>15</sup> sets the context of cooperation and mutual support among the DHET and institutions for the benefit of the PSET system, its students and other stakeholders. This policy framework acknowledges the vision of the White Paper for PSET as:

- A PSET system that can assist in building a fair, equitable, non-racial, non-sexist and democratic South Africa;
- A single, coordinated PSET system;
- A PSET system that has expanded access, improved quality and increased diversity of provision;
- A stronger and more cooperative relationship between education and training institutions and the workplace; and
- A PSET system that is responsive to the needs of the individual citizens and of employers in the public and private sectors, as well as broader societal and developmental objectives.

Social inclusion will remain on the transformation agenda of the PSET system for a very long time. In the 2<sup>nd</sup> National Higher Education Summit (2015)<sup>16</sup> it was confirmed that social inclusion is central to the transformation agenda of the PSET system and acknowledged that much has been achieved. The summit agreed that transformation is multidimensional and complex. It further confirmed the centrality of the areas of social inclusion such as democratic citizenship; the right to dignity; redressing inequalities; combating racism, patriarchy, homophobia and class inequalities; impartial language practices; and engaged governance and management practices. The summit resolved that the role of universities (institutions) must be strengthened to ensure the development of democratic citizenship to give concrete expression to the rights and responsibilities of the South African Constitution and Bill of Rights, with particular emphasis on building institutional cultures based on human rights.

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<sup>15</sup> White Paper for Post-School Education and Training: Building an Expanded, Effective and Integrated Post-School System, approved by the Cabinet on 20 November 2013.

<sup>16</sup> 2<sup>nd</sup> National Higher Education Summit. 15 – 17 October 2015. The 2015 Durban Statement on Transformation in Higher Education.

## 2.3 Definitions of Key Concepts

Definitions of key concepts in the context of social inclusion are expansive with various degrees of overlap. Tangible definitions are rare, with research bodies showing little effort to clearly define it. For the purpose of this document the following key concepts are used.

### *Social Cohesion, Social Capital and Nation Building*

Before the universalisation of “**Social Inclusion**”, the concepts of **social cohesion**, **social capital** and **nation building** spawned a huge body of research and literature.

**Social cohesion** is defined as the degree/extent to which a society is coherent, united and functional; **provides** an environment within which its citizens can flourish;<sup>17</sup> and in which mutual solidarity finds expression among individuals in communities<sup>18</sup>. In terms of this definition, a community or society is cohesive to the extent that the inequalities, exclusion and disparities based on ethnicity, gender, class, nationality, age, disability or any other distinctions which engender divisions distrust and conflict are reduced and/or are eliminated.

In contrast with social cohesion, definitions of **social capital** tend to focus on networks and relations of trust and reciprocity within these networks<sup>19</sup>. **Social capital**, according to the World Bank<sup>20</sup>, “refers to the institutions, relationships and norms that shape the quality and quantity of a society's social interactions. Increasing evidence shows that social cohesion is critical for societies to prosper economically and for development to be sustainable. Social capital is not just the sum of the institutions which underpin a society – it is the glue that holds them together”.

Social capital can be defined in terms of four features of communities, viz.:

- the existence of community networks;

<sup>17</sup> Human Sciences Research Council (2004). Social Justice and Social Cohesion in South Africa. Accessed at <http://www.thepresidency.gov.za/docs/pcsa/social/social/part1.pdf>

<sup>18</sup> Department of Arts and Culture (2012). A National Strategy for Developing an Inclusive and Cohesive South African society, see paragraph 12.1 (7 June 2012)

<sup>19</sup> Cardo M (2014). Social Inclusion and Policymaking in South Africa: A Conceptual Overview. The Journal of the Helen Suzman Foundation. Issue 73. August 2014

<sup>20</sup> World Bank (no date). “What is social capital”. Accessed at <http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTSOCIALDEVELOPMENT/EXTTSOCIALCAPITAL/0,,contentMDK:20185164~menuPK:418217~pagePK:148956~piPK:216618~theSitePK:401015,00.html>

- civic engagement or participation in community networks;
- a sense of community identity, solidarity and equality with other community members; and
- norms of trust and reciprocal help and support<sup>21</sup>.

**Nation-building** is the process whereby a society of people (all communities) with diverse origins, histories, languages, cultures and religions come together within the boundaries of a sovereign state with a unified constitutional and legal dispensation, a national public education system, an integrated national economy, shared symbols and values, as equals, to work towards eradicating the divisions of the past; to foster unity; and promote a countrywide conscious sense of being proudly South African.<sup>22</sup>

### *Social Inclusion*

**Social inclusion**<sup>23</sup> as a concept embraces the entire humanity and cuts across all the factors that divide human beings. It recognises the fact that all human beings, regardless of national boundaries of states, socio-economic background, age, disability, ethnic or racial origin, religion and any other form of belief, have human rights that enable them to participate optimally in society and that reinforce their individual and collective identity. Social inclusion therefore goes beyond social cohesion as it is informed by a desire to achieve a more humane and interconnected world. The two concepts, however, reinforce each other and cannot be treated in isolation.

Social inclusion does therefore not refer to “passive citizenry receiving services from the state”, but one that is moving towards “active champions of their own development” and where government works to “develop people’s capabilities to lead the lives they desire”.<sup>24</sup> It is a process referring both to integration into social, economic and civic life and the pursuit of active citizenship as well as a means to counter poverty understood in the sense of capability deprivation. An inclusive society is a society for

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<sup>21</sup> Putnam, R. (1993). The prosperous community: social capital and economic growth. The American Prospect, 13: 35-42; Putnam, R. (2000). Bowling Alone: The collapse and revival of American community. New York: Simon & Shuster

<sup>22</sup> Department of Arts and Culture. (2012). A National Strategy for Developing an Inclusive and Cohesive South African society, see paragraph 12.2 (7 June 2012)

<sup>23</sup> UNESCO. (2012). Social inclusion, social transformations, social innovation. What role for UNESCO in 2014-2021

<sup>24</sup> National Development Plan: Vision 2030 (2012), Accessed at <http://www.gov.za/issues/national-development-plan-2030>



all, in which every individual – each with rights and responsibilities – feels he or she has an active role to play, thus reducing the risk of social dysfunction and disintegration<sup>25</sup>.

Social inclusion is defined as a universal human right and aims at embracing all people irrespective of race, class, gender, disability, language, age, geography, HIV and AIDS status, citizenship, values or medical standing. It is about giving equal access and opportunities and getting rid of discrimination and intolerance.

Within the context of social inclusion, terms relating to discrimination, as well as racial, ethnic, gender, disability, national and religious identities, have to be identified. The following section attempts to provide working definitions within this context.

**Racism** is an ideological construct that assigns a certain race and/or ethnic group to a position of power over others on the basis of physical and cultural attributes, as well as economic wealth, involving hierarchical relations where the ‘superior’ race exercises domination and control over others.<sup>26</sup>

Racism is a denial of people’s basic human rights, dignity and respect. Its expression ranges from small everyday acts of discrimination, through to barriers and omissions that may inadvertently be established at an institutional level, to acts of threatening behaviour and violence.<sup>27</sup>

**Racial discrimination** means any act or omission, including a policy, law, rule, practice, condition or situation which directly or indirectly imposes a burden, obligations or disadvantage; withholds benefits, opportunities or advantages from any person on prohibited grounds, including race, ethnic or social origin, colour, culture, language and birth.<sup>28</sup>

**Gender** refers to the social attributes and opportunities associated with being female or male and the relationship between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are

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<sup>25</sup> Cardo M (2014). Social Inclusion and Policymaking in South Africa: A Conceptual Overview. The Journal of the Helen Suzman Foundation. Issue 73. August 2014

<sup>26</sup> Department of Justice and Constitutional Development (2015). National Action Plan to Combat Racism, Racial Discrimination, Xenophobia and Related Intolerance, 2015-2020, Revised Draft 13 Version, Pretoria, p.2

<sup>27</sup> Ibid, p.2

<sup>28</sup> Ibid, p.2

learned through socialisation processes. They are context/time-specific and changeable. In most societies, there are differences and inequalities between men and women in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context.<sup>29</sup>

The term **youth** refers to young people as those falling within the age group of 14 to 35 years.<sup>30</sup> This definition is informed by the National Youth Commission Act of 1996, the National Youth Policy of 2000, the National Youth Policy 2009-2014 and the African Youth Charter (African Union, 2006).

**Disability** refers to a person with a long-term physical, psychosocial, cognitive, neurological and/or sensory impairment. Disability also leads to a denial of access to full participation in all aspects of life. As a result of disability, affected individuals are deprived by society in the exercise of their human rights.

**Persons with disabilities** include those who have long-term physical, psychosocial, cognitive, neurological and/or sensory impairments which, in interaction with various barriers, may hinder their full and effective participation in society on an equal basis with others.

The definition of persons with disabilities, requires a degree of self-definition, where the individual determines whether he/she is disabled or not, based on environmental factors and contexts. Declaration of disability should be linked to access to reasonable accommodation measures.<sup>31</sup>

**Democracy** is one of the fundamental values that this policy framework enshrines having its relevance in education. The achievement of the greater social justice is closely dependent on equitable access by all sections of the population to quality education. Widespread and good quality education and training is explained in the White Paper for Post-School Education and Training to allow more rapid economic, social and cultural development for society as a whole.

<sup>29</sup> <http://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm>, FAQ/USEFUL DEFINITIONS (UN sources) accessed on 3 November 2015

<sup>30</sup> Government Gazette No. 38393, Notice No. 15 of 2015, Draft National Youth Policy 2014-2019, p.17

<sup>31</sup> Department of Social Development (May 2015), Draft White Paper on National Disability Rights Policy, p.12

**Non-racism and non-sexism** implies the need by this policy framework to expand access to post-school opportunities to all students despite the colour of their skin, class, background or their sexual orientation as elaborated in the White Paper for Post-School Education and Training.

**Human dignity and social justice** means that this policy framework recognises the fundamental right to human dignity of all students from different backgrounds, and non-sexism and non-racism in order to rectify the inequities of the past by providing quality access of education to all in the education and training system.

**Accountability** in terms of this policy framework means that all post-school institutions must be accountable in upholding the rights contained in the Bill of Rights in the education and training system and ensuring social inclusion for its students and other stakeholders.

**Respect** means that this policy framework respects the constitutional values listed in the Constitution and within this policy framework.

**Reconciliation** is the reconciling of our differences and redressing the post-school education and training system that is responsive to the needs of all who are disadvantaged by our past legacy.

**Unity in diversity** as elaborated in the White Paper for Post-School Education and Training where the number of diverse educational institutions will be increased in order to deal with the diverse needs of the large and increasing student population, and also with the diverse needs of students and staff within each institution.

***Post-school education and training institutions***

This policy framework focuses on PSET Institutions and is defined as:

- public institutions, viz. universities, higher education colleges, university colleges, TVET colleges and CET colleges; and
- private colleges and private higher education institutions. Although private institutions have to adhere to the directives of this policy framework, they are not included in the implementation.

Although SETAs are not offering teaching and learning, they facilitate teaching and learning in the skills development area. Therefore, for the purpose of this policy framework, SETAs might be included when referred to institutions, but it will clearly be stated as such.

This section did not attempt to provide an exhaustive list of definitions in the context of social inclusion, but rather working definitions for the purpose of this document.

## ***2.4 The need for a Policy Framework for the Realisation of Social Inclusion in the Post-School Education and Training System and the Process followed to develop the Policy Framework***

From the above brief description of the social inclusion context, it is evident that DHET has to provide leadership in the realisation of social inclusion in PSET and provide guidance to institutions in the implementation. It has to outline the strategic intent for the realisation of social inclusion in PSET institutions as well as devise strategies for implementation.

## ***2.5 Processes followed in developing the Policy Framework for the Realisation of Social Inclusion in the Post-School Education and Training System***

This *Policy Framework for the Realisation of Social Inclusion in the Post-School Education and Training System* has been developed through an intensive consultation process by experts in the DHET.

On 21 August 2014, the Minister of Higher Education and Training published the *Draft Social Inclusion Policy Framework* in the Government Gazette for public comment (Notice 681 of 2014). It clearly stated that the final policy framework (that will emanate from the draft policy framework) will assist PSET institutions in the implementation of social inclusion and to provide a monitoring instrument to the DHET to ensure that the transformation priorities of the DHET are taken into account in all PSET institutions.

The DHET received comments from a wide variety of stakeholders including individuals, public universities, non-governmental organisations as well as from stakeholder bodies such as HESA (now Universities South Africa); the Council for Higher Education (CHE); and the Commission for Gender Equality, a Chapter 9 institution tasked with the advancement of gender rights.

The draft policy framework was widely consulted and several presentations were made. Consultations include Disability People of South Africa, South African Human Rights Commission, the Commission for the Rights of Cultural Religious and Linguistic Communities, Higher Education AIDS, Higher Education Disability South Africa and the Office of the Public Protector who provided comment on the draft policy framework.

A final Social Inclusion Policy Framework was prepared for the Minister's consideration to publish in the Government Gazette. The Minister requested the CHE for input and advice on the policy framework. The CHE provided their advice in terms of section 5.1a of the Higher Education Act of 1997, as amended.

The policy framework was changed based on the recommendations from the CHE, Universities South Africa (USA) and other submissions that were received during the public comment process. The document has been strengthened to align it with the broader transformation agenda of Government.

More universal definitions of key concepts of social inclusion were introduced, and the policy was structured to be primarily focused on social inclusion, its elements and how it will be implemented in the diverse but interlinked PSET system. The relationship between the two concepts, social inclusion and social cohesion, was explained. The elements of social inclusion were broadened and the influence on teaching and learning included.

The legislative and policy context has been strengthened and the policy framework anchored in it without going into detail of how each impact on social inclusion due to their dynamic nature.

The structure of the policy framework has been conceptualised into three distinct sections viz.:

1. Conceptual Framework;
2. Strategic Intent; and
3. Implementation.

Acknowledging the financial constraints of the DHET and institutions, the policy framework calls for the integration of social inclusion into all aspects of institutional functions within current budgets as well as

the development of a broader funding strategy for social inclusion implementation. The strategy will provide details of priorities and implementation directives.

The annual action plans have been conceptualised within the annual reporting framework of institutions, and not as a separate reporting regime.

The final *Policy Framework for the Realisation of Social Inclusion in the Post-School Education and Training System* was finalised and is now published in the Government Gazette.

## **2.6 Conclusion**

The existence of a plethora of policies and legislation addressing issues of social inclusion clearly show that South Africa has, since the advent of democracy and freedom in 1994, developed many policies that enable the country to address the injustices of the past and build a more inclusive and cohesive South African society.

This policy framework aims to identify interventions that will contribute to reporting on elements of social inclusion, as well as to the development of some common analyses and understandings. It furthermore aims to deliver a process for mutual exchange and peer review, and identifies key common areas of concern for institutions to work on and key consensus areas to move forward.

## **3. Strategic Intent**

The PSET system plays a key role in building an inclusive economy for South Africans as defined in Delivery Outcome 5 of government. Such an inclusive economy can only take root in an inclusive and cohesive society as articulated in the National Development Plan and Outcome 14.

This policy framework affirms the role of the PSET system in contributing to a united and democratic South Africa, narrowing the skills gap and by implication redresses the past inequalities in society based on race, gender, class, age, HIV and AIDS status, disability and geography.

There is also a need to entrench a culture of human rights in our institutions as defined in the Constitution of the country in order to promote national consciousness and social solidarity.

This policy framework acknowledges that the concept of social inclusion in the PSET system is currently ill-defined and uncoordinated and it affects all sectors of society. The existence of a PSET policy framework will strengthen coordination between DHET and other departments as well as with institutions and avoid unfunded mandates.

Institutional policies on social inclusion will go a long way in strengthening human rights and social justice in the PSET system.

The areas of DHET intervention are articulated in this document. They are also articulated in Strategic Plans of the DHET since its inception. These are areas of race, class, gender (affirmative action for women and empowering experiences for both men and women), disability, HIV and AIDS, age (youth) and geography (bridging the urban-rural divide in the provision of quality education).

Through this policy framework, the DHET is creating an empowering environment for social inclusion in the PSET that will ensure that social inclusion-related policies and legislation in the PSET institutions are implemented and monitored. There should be effective instruments of redress (the example is the National Student Financial Aid Scheme (NSFAS) funding and inclusive admission policies) as well as the improvement of quality education in educational institutions, especially in rural areas.

National norms and standards, where they do not already exist, should be developed on what constitutes student accommodation and health and wellness centres. This will assist in developing acceptable models for institutions.

### **3.1 Purpose of the Social Inclusion Policy Framework**

The purpose of this *Policy Framework for the Realisation of Social Inclusion in the Post-School Education and Training System* is to assist PSET institutions in the implementation of social inclusion and to provide a monitoring instrument to the DHET to ensure that the social inclusion priorities of the DHET are taken into account in all PSET institutions. Through this policy framework, the DHET is creating an empowering environment for social inclusion in PSET that will ensure that social inclusion-related policies and legislation in institutions are implemented and monitored.

### ***3.2 Principles of Social Inclusion***

This policy framework embeds social inclusion in the Constitution, and outlines the principles of social inclusion as:

- Constitutional democracy;
- Human rights and equality;
- Non-racialism, non-tribalism and non-sexism;
- Unity in diversity;
- Inclusivity and social justice;
- Redress and transformation;
- Intergroup and community cooperation;
- Social solidarity;
- Civic responsibility; and
- National consciousness.

Based on these principles, social inclusion strategies have been identified.

### ***3.3 Values underpinning Social Inclusion***

This policy framework locates social inclusion within the South African context and is characterised by a set of shared values, norms, visions and goals that foster bonds of belonging. These bonds cut across racial, ethnic, national and religious identities. Social inclusion therefore refers to interconnectedness between members of the human race and can be defined in clear terms as a sense of human solidarity.<sup>32</sup> It is a universal human right, aims at embracing all people irrespective of race, gender, disability, medical or other need and is about giving equal access and opportunities and getting rid of discrimination and intolerance. It is thus important to note that social inclusion goes beyond the concept of social cohesion and nation building. It embraces all people, even those who do not share similar value systems, territories and histories.

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<sup>32</sup> Department of Arts and Culture, A National Strategy for developing an inclusive and cohesive South African society (June 2014), introductory section.



The policy framework recognises the constitutional values underpinned in the preamble of the Constitution and which are also restated in the Manifesto on Values, Education and Democracy<sup>33</sup> as published by the DOE in 2001. These values are:

- Democracy;
- Non-racism and non-sexism;
- (Ubuntu) Human dignity and social justice;
- Accountability;
- Respect;
- Reconciliation; and
- Unity in diversity.

### ***3.4 Transformation Priorities of the Policy Framework***

This policy framework is based on the transformation priorities of the DHET as stated in its Strategic Plans. These are:

- Race;
- Class;
- Gender;
- Disability;
- Language;
- Age;
- HIV and AIDS;
- Geography; and
- Citizenship in its broader sense.

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<sup>33</sup> Department of Education. (2001). Manifesto on Values, Education and Democracy.

### ***3.5 What must be done in order to realise Social Inclusion in the Post-School Education and Training System?***

As outlined above, social inclusion is both an outcome and a process of improving the conditions under which people take part in society. In order to realise social inclusion in the PSET system, five strategic themes have been identified, viz.:

- a. Eradication of poverty and social exclusion in the system by mobilisation all PSET institutions and stakeholders in the sector towards common social inclusion objectives;
- b. Common indicators to measure progress in the achievement of social inclusion in the PSET system;
- c. The development of national strategic reports for social inclusion in the PSET system – which incorporated national action plans on social inclusion;
- d. Mutual learning and exchange on social inclusion in the PSET system; and
- e. PSET social inclusion assessment in the form of an annual report on social inclusion in the PSET system.

#### **3.5.1 Common social inclusion objectives**

In order to move towards a socially inclusive society, the DHET, institutions (including SETAs) and stakeholders must have a common understanding of and adopt a set of common social inclusion objectives. These include:

##### ***a. Leadership in social inclusion in the post-school education and training system***

- The DHET and institutions (including SETAs) must provide leadership in the implementation of social inclusion in the PSET system. They must work together and devise deliberate steps to build cohesive institutions that attach value to nation building and a South African identity based on constitutional values as outlined in Chapter 2 of the Constitution, the Bill of Rights;
- The DHET and institutions must collaborate in ensuring that all people (staff and students) are able to express their identities without fear within the values of the Constitution as articulated in the Bill of Rights<sup>34</sup>;

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<sup>34</sup> Constitution of the Republic of South Africa, Act No. 108 of 1996, See Chapter 2 and sections dealing with human dignity, the right to life, freedom of religion, belief and opinion as well as freedom of association

- The DHET must work with government departments and social inclusion organisations and associations in creating a unified socially inclusive PSET system where government initiatives driven by other departments are implemented in a coordinated and planned manner;
- The DHET must work together with social inclusion groups, civil society groups and public institutions in ensuring that the advocacy campaigns are undertaken to strengthen social inclusion and cohesion. One of them is the DHET's 'Calendar of Significant Days' to promote awareness on human rights issues, social cohesion and inclusion; and
- The Human Sciences Research Council policy brief (June 2014) states that South Africa has passed an array of legislation dealing with gender equity. The policy brief proposes the improvement of coordination between government departments such as the DAC, DHA, DoW, DoH and DSD will go a long way in strengthening gender equity policy implementation. It further points out that the quality of educational experiences for both boys and girls remains poor in South Africa. There is therefore a need for priority assistance for women in the higher education system as they had undergone more difficult experiences in education as compared to their male counterparts.
- The DHET will set up a National Social Inclusion Forum (NSIF) that will guide and monitor the implementation of this policy framework.
- In order to accelerate transformation and reporting, the Minister will explore if incentivising will assist in accelerating inclusion.

***b. Legislation and policy environment***

This policy framework does not call for the promulgation of a new set of laws in the PSET system, but rather for a critical analysis and strengthening of existing policies and legislation and how they are linked to social inclusion, its implementation as well as its impact in the context of advancing transformation. The amendment of the Higher Education Act has already included that the Minister will determine the targets for transformation for public and private higher education institutions.

There is a need to communicate and advocate and implement legislative and policy directives throughout the PSET system.

Existing legislation will furthermore be used to deal with non-compliance issues.

***c. Norms, standards and guidelines***

The DHET will develop national norms, standards and guidelines (where they do not exist) for the implementation of social inclusion in the PSET system.

***d. Institutional policies***

Public institutions have a range of institutional policies that govern and guide the institution in its operations. This policy does not call for additional policies to be developed, but rather for the critical analysis of current policies in terms of social inclusion, identification of gaps and addressing these gaps by updating existing policies and develop new policies where necessary.

Therefore, this policy framework calls for public institutions to ensure that their institutional policies include social inclusion mechanisms and are guided by principles of substantive equality that aim to remove all barriers that perpetuate and create inequalities in society.

Elements of social inclusion that have to be included in institutional policies are, but are not limited to:

- Promote the building of a non-racial, non-sexist and democratic society as defined in Chapter 1, Founding Provisions of the South African Constitution, its Bill of Rights (Chapter 2) and international human rights protocols ratified by South Africa;
- Nurture responsible citizenship, social cohesion and inclusion;
- Advance human rights and social justice;
- Promote culturally and racially mixed student residences;

- Promote multilingualism and ensure that students are not excluded from teaching and learning on the basis of their language policies. The medium of instruction must be inclusive and cater equally for all students. This should be in line with Section 6 of the Constitution of the Republic of South Africa, 1996, which provides for 11 official languages of South Africa; recognises the diminished use and status of indigenous languages and the Use of Official Languages Act, 2012 (Act No. 12 of 2012);
- Promote an inclusive South African identity in institutional life;
- Eliminate sexual harassment through setting standards and policies on how to deal with offenders must be mandatory for all post-school education and training institutions; and
- Develop internal guidelines that promote awareness on Lesbians, Gays, Bisexual, Transgender and Intersex (LGBTI) rights and combat any form of homophobic violence against these groups. These must apply to both staff and students.

***e. Teaching and Learning***

Teaching and learning practices as well as pedagogical design of curriculum should reflect the context of social inclusion in institutions and the place of South Africa in Africa. This policy framework calls for critical engagement and improvement of current teaching and learning practices as well as pedagogical design of curriculum in the context of social inclusion and transformation of the entire PSET sector.

Therefore, critical and inclusive engagement has to take place on teaching and learning and pedagogical design of curriculum. Furthermore, institutions must embark on infrastructure development programmes and advocacy, communication and training programmes for both students and staff in elements of social inclusion and in the case of staff, how to deal with violation of social inclusion policies.

Institutions must identify the unique needs of vulnerable students and staff and provide infrastructure and support for teaching and learning.

The DHET, together with institutions, must take concrete steps in strengthening the creative arts as vehicles for African cultural values and the universal principles of human rights in education<sup>35</sup>. The creative arts<sup>36</sup> are also vehicles for understanding African identity and they play a key role in economic development, youth development as well as addressing the need for social cohesion and inclusion in society.

Institutions will be required to integrate social inclusion in their annual action plans and report annually on the implementation of these plans.

***f. Adoption of a social inclusion charter for the post-school education and training system***

In support of this policy framework, all public PSET institutions will, under the leadership of the DHET, adopt a '*Charter on Social Inclusion in Post-School Education and Training Institutions*'.

The adoption of the charter will follow a specific national process led by senior management of the DHET. The Minister of Higher Education and Training will convene an assembly of representatives from public institutions, including the SETAs, to draft the charter. The assembly will adopt the charter, which will be published for comments and finalisation. Thereafter the charter will be ratified and implemented by **the Department of Higher Education and Training** and all public PSET institutions.

***g. Funding strategies***

In their submissions on the first Draft Social Inclusion Policy Framework, the CHE and HESA (now Universities South Africa) advocated for departmental financial support for social inclusion programmes. This is relevant to most institutions and programmes. The DHET's financial and material support for formal and non-formal programmes will be specifically necessary for TVET colleges and the newly established CET college sector will definitely expand in future.

Therefore, the DHET, with the NSIF and in collaboration with institutions, must develop multipronged funding strategies for the realisation of social inclusion in the PSET system.

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<sup>35</sup> African Union, Charter for African Cultural Renaissance, revised, 4 January 2006, Article 10.

<sup>36</sup> *Ibid.*, See Articles 11, 12, 13, 22 and 24

### **3.5.2 Common indicators to measure progress in the achievement of social inclusion in the post-school education and training system**

While social inclusion provides an outcome for the future, the process in achieving social inclusion in PSET institutions and the integration into curriculum and teaching and learning must be monitored, reported and recommendations made on how to improve social inclusion in PSET institutions.

An analysis of the international environment shows that since 2001, much work has been done within the European Union (EU)<sup>37</sup> to determine the level of social inclusion in European countries and the EU has played a leading role in developing measures that capture significant dimensions of social inclusion. Similar work has taken place in non-EU countries. Countries such as Australia<sup>38</sup> has considered EU indicators as foundational for its purposes and supplemented them with additional measures that match the country's social and political priorities. It is also noted that the EU indicators are somewhat better developed for material and labour market deprivation than for social, political or cultural dimensions of inclusion.

In order for institutions to understand the dimensions and elements of social inclusion and for the DHET to monitor progress in the implementation of social inclusion and to determine the level of social inclusion in PSET institutions, the DHET will, in consultation with institutions and stakeholders, identify drivers for social inclusion and develop social inclusion indicators for institutions to be appraised against.

The DHET will also develop a Social Inclusion Review and Improvement Model (SI-RIM) that can be used by the DHET and institutions to collect data and to measure progress in the process of social inclusion.

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<sup>37</sup> Silver, H & Miller, S (2002). Social Exclusion: The European Approach to Social Disadvantage. Poverty and Race. Vol II, Issue 5, October 2002

<sup>38</sup> Australian Government (2009). Social Inclusion. A compendium of social inclusion indicators. How's Australia faring?

### 3.5.3 National strategic reports for social inclusion in the post-school education and training system

The DHET has to monitor the effectiveness of the implementation of this policy framework and the progress made in terms of realisation of social inclusion in the PSET system. As outlined in the national context, the DHET must not only report on such progress and effectiveness of social inclusion, but also has to report on performance plans and planning frameworks of government and provide reports on the dimensions and elements of social inclusion to other Departments to comply with treaty and agreement arrangements as well as their performance plans and planning frameworks.

While social inclusion indicators are necessary to identify critical factors a standardised process of collecting data and report on progress must be adopted.

The DHET, in consultation with institutions and stakeholders will develop a data standard for national strategic reports for social inclusion in the PSET system and publish it annually. These reports will contain the data that departments, organisations and associations need for their own reporting. This mechanism will enable the DHET to fulfil its national, regional and international reporting on issues of social inclusion and human rights. Relevant and cross-cutting national reports on social inclusion, as well as regional and international instruments will be covered through this standard (see 3.5.5).

The regulations governing reporting of higher education institutions, Higher Education Act No. 101 of 1997, section 41 read with section 69, as published in Government Gazette No. 37726 Notice No. 464 of June 2014 will enable the DHET to receive social inclusion reports from public universities. Currently universities are reporting annually to the DHET as prescribed by the *Regulations for Reporting by Public Higher Education Institutions*. Social inclusion performance indicators will be included as part of the governance indicator process.

The same process will apply to public TVET and CET colleges. In terms of Section 12(1) of the CET Act of 2006, College Councils are encouraged to establish special sub-committees. One of the sub-committees will be a College Transformation Sub-Committee that will support and monitor social



cohesion and inclusion programmes at each college. TVET and CET colleges will follow a similar integrated reporting mechanism as universities to report annually on national action plans on social inclusion.

#### **3.5.4 Mutual learning and exchange on social inclusion in the post-school education and training system**

As stated in the 2<sup>nd</sup> Higher Education Summit Statement it is evident that social inclusion is a complex area that is ill-defined and consists of a multifaceted set of drivers and implementation areas. Furthermore, as explained in the definition, social inclusion is a process of reaching an outcome and not only the outcome itself.

The DHET, institutions and stakeholders must continuously engage in the bigger issue of social inclusion, but also engage in specific areas within social inclusion. Therefore, dialogue in areas of social inclusion and in social inclusion itself must be established and nurtured. The DHET will play a pivotal role for these engagements to take place.

#### **3.5.5 Social inclusion assessment in the form of an annual report on social inclusion in the PSET system**

As outlined in 3.5.3, the mechanism of indicators and national strategic reports will enable the DHET to fulfil its national, regional and international reporting on issues of social inclusion. Not only relevant and cross-cutting national reports on social inclusion, as well as regional and international instruments, will be covered through this standard, but it will also be used for the monitoring and evaluation of the realisation of social inclusion in the PSET system.

The DHET will report on PSET social inclusion assessment in the form of an annual report on social inclusion in the PSET system.

## 4. Implementation Strategy

Implementation is at the heart of any policy or policy framework. As per the definition of social inclusion, the outcome has to be aspired to and the process has to be carefully planned, communicated, implemented, monitored and evaluated. This section does not aim to provide a detailed implementation plan. It provides a high-level implementation strategy, including implementation challenges. Because of the different levels of development of each institutional type, it briefly discusses the priority areas for each.

It formulates the policy instruments and mechanisms to be used in implementation. It furthermore addresses the issues of funding, co-ordination and strategic leadership as well as providing a high level implementation plan.

### 4.1 *Implementation Challenges for Social Inclusion*

#### 4.1.1 **Social inclusion is at the heart of transformation in the PSET system**

Social inclusion and transformation in the PSET system cannot be separated. Much more dialogue is necessary to build greater understanding of transformation issues. This policy framework calls for new and different ways of engaging so that transformation debates are characterised by dignity and recognition of diverse perspectives. It furthermore calls for deliberate actions by all role players in the PSET system.

#### 4.1.2 **Social inclusion is both an outcome and a process**

As argued throughout this document, social inclusion is not only an outcome to be achieved of a socially inclusive society embracing human rights and dignity, but also a process of improving the terms on which people take part in society. Therefore, social inclusion is an ongoing process where government, management, staff and students of institutions have to take hands and work together toward achieving the outcome of a socially inclusive society.

#### 4.1.3 **Social inclusion covers diverse elements and have a range of role players**

Social inclusion is an extensive field, it consists of a number of elements, and each element contains specialisation issues. There is a range of organisations, associations and institutions

driving agendas and supporting specific social inclusion elements. For example, people living with disabilities consist of a range of specialist areas, each with its own unique challenges and role players.

#### **4.1.4 Social inclusion elements influence successful teaching and learning**

Social inclusion elements involve interfaces between language, educational disadvantage and class/socio economic status, to name a few. They influence successful teaching and learning. It is thus important to emphasise that inclusion in the PSET system cannot be fully realised without establishing conditions for successful teaching and learning. It is thus necessary for Social inclusion realisation to be measured against teaching and learning success.

#### **4.1.5 Different levels of implementation of the social inclusion agenda**

Social inclusion is on the transformational agenda of all institutions in the PSET system. However, universities were compelled to deliver on social inclusion for much longer than other institutional types. They have grappled with social inclusion discourses much longer and more in-depth than the rest of the PSET system.

With the conceptualisation of the newly established CET colleges, the establishment of higher education colleges and university colleges, and the function shift of TVET colleges to the DHET, much different implementation strategies will be pursued.

#### **4.1.6 Implementation of some social inclusion elements is resource intensive**

Implementation of social inclusion needs to be resourced at various levels in the PSET system. Some elements such as people living with disabilities are resource intensive and specialised infrastructure, equipment, programmes and staff have to be deployed.

### ***4.2 Coordination and Strategic Leadership***

As outlined in 3.5.1 the DHET and institutions must provide leadership in the implementation of social inclusion in the PSET system. They must build a common understanding of and adopt a set of common social inclusion objectives. They also have to devise deliberate steps to build cohesive institutions that attach value to nation building and a South African identity. The DHET will take the lead in this process

through a series of position papers that will be debated at different forums and recommendations for implementation formulated.

Of importance is that the DHET and institutions must collaborate in ensuring that all people (staff and students) are able to express their identities without fear within the values of the Constitution as articulated in the Bill of Rights<sup>39</sup>. The DHET must work with government departments, social inclusion organisations and associations in creating a unified socially inclusive PSET system where government initiatives driven by other departments are implemented in a coordinated and planned manner.

In the short term (2017/8 – 2019/20 [2 years]) the DHET will work closely with institutions and other departments to develop and implement instruments to assist institutions in the implementation of social inclusion. These include the adoption of a Social Inclusion Charter for the PSET system and the official launch of the 'Calendar of Significant Days'.

DHET will work with other government departments, agencies, organisations and institutions to carefully plan, communicate, implement, monitor and evaluate social inclusion in the PESET system. It will work in specific with core (relevant) government departments towards the improvement of coordination between core government departments such as the DoW, DSD, DOH and DHA.

Other departments have specific transformation agendas that address social inclusion such as the Departments of Science and Technology (women in science and technology) and the Department of Telecommunication and Postal Services (people with disabilities in the communication sector) to name only two. The DHET will form partnerships with these departments in order to support the national social inclusion agenda.

It will furthermore set up an NSIF that will guide and monitor the implementation of this policy framework that has representation from government, social inclusion groups, civil society groups and public institutions.

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<sup>39</sup> Constitution of the Republic of South Africa, Act No. 108 of 1996, See Chapter 2 and sections dealing with human dignity, the right to life, freedom of religion, belief and opinion as well as freedom of association

### ***4.3 National and Institutional Policies***

The DHET will conduct a critical analysis of all national policies and legislation around social inclusion that creates the enabling environment for the realisation of social inclusion in the PSET system. The DHET will communicate and advocate the legislative and policy environment throughout the PSET system.

In the short term, public institutions are to finalise their institutional policies that govern and guide social inclusion realisation where they do not exist. At the end of 2019/20 the DHET will conduct a study on the scope and effectiveness of institutional policies.

### ***4.4 Social Inclusion Indicators, Data Collection and National Strategic Reports***

It is important that the DHET within the first year of implementation initiate the process of developing a SI-RIM, social inclusion indicators as well as a standardised process of collecting and reporting on progress. By the end of 2019/20 standardised national strategic reports for social inclusion in the PSET system will be adopted and reported (both DHET and institutions). These include the data and information needed for relevant and cross-cutting national reports on social inclusion, as well as regional and international instruments.

In the medium to long term, the effectiveness of the enabling environment that has been created will be constantly monitored and reported.

### ***4.5 Mutual Learning, Exchange, Advocacy and Communication***

The DHET encourages institutions to develop student leadership in social inclusion and to engage with students and staff on an ongoing basis on social inclusion elements and implementation. Furthermore, institutions must continuously advocate and communicate the realisation of social inclusion.

### ***4.6 Institutional Implementation***

As outlined in 4.3, a critical analysis of current institutional policies will identify gaps and make recommendations for improvement.

In 2018/9, based on this analysis, institutions will include social inclusion in their annual action plans and report from 2019/20 annually on the implementation of these plans. These include (as deliberated in 3.1.5e) that institutions, in the short to medium term, demonstrate that teaching and learning as well as institutional infrastructure and programmes are deployed to realise social inclusion.

Because of the different levels of implementation of social inclusion in different institutional types, implementation will not be the same for all institutional types. This policy framework therefore identifies areas of focus for each institutional type to be implemented in the short, medium and long term.

#### **4.6.1 Areas of focus for universities**

##### ***a. Governance***

This policy framework asserts that all institutions should at all times observe the rules of democratic engagement of students and staff on matters affecting them.

Therefore:

- Governing structures of institutions should be representative;
- Freedom of association and freedom of expression as articulated in Chapter 2 of the Constitution should be observed; and
- Training of council members in social inclusion dimensions is critical as these structures are crucial in the development and implementation of progressive institutional policies.

##### ***b. Democratic representation of staff and students***

Democratic representation for both staff and students cannot be divorced from the broader debate of social inclusion, access and transformation.

This policy framework is in agreement with the Soudien Report's recommendations on staff development, creation of posts and mentorship as part of institutional plans. This policy framework supports departmental initiatives such as the new Generation of Academics Programme (nGAP) which encompasses both historically advantaged and disadvantaged higher education institutions.

Institutions should have clear and transformation-supporting policies and guidelines with regard to teaching and learning, staff promotion and clear indicators for teaching, learning and research. University councils should establish functional employment equity processes and procedures and monitor and report on employment equity trends in terms of the Employment Equity Act.

This policy framework further supports the Soudien Report (2008) recommendation which stated that employment equity should be part of the Vice-Chancellors' employment contracts (and extended to TVET and CET college principals).

***c. Improving access to previously disadvantaged students***

Student demographics in institutions have greatly improved as more black students are entering institutions in greater numbers. Most of these students come from poor and middle class households. The greatest challenge remains the high cost of higher education and training, which continues to increase on an annual basis and thus keep a significant number of qualifying students out of the system.

This policy framework supports current government efforts aimed at addressing financial support for students in institutions through increased NSFAS financial allocations and new management systems, as well as the recent focus on the 'missing middle'<sup>40</sup>.

***d. Addressing the needs of students and staff with disabilities***

Most universities have already progressed significantly in developing disability units, building needed infrastructure support to staff and students with disabilities and implementing disability policies.

This policy framework noted and supports the Ministerial Statements on Disability Funding and the norm that all infrastructural programmes have to address disability issues.<sup>41</sup>

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<sup>40</sup> The subcommittee on education, health, science and technology announced on 9 February 2016 that NSFAS was putting in place a process to develop a new funding model to provide loans for students in the 'missing middle' and that the new funding model would be tested in the 2017 academic year for full implementation in 2018. The missing middle refers to students above the National Student Financial Aid Scheme (NSFAS) threshold but for whom university education is unaffordable.

**e. Dialogue forums**

Dialogue forums are a necessity in institutions as they nurture a culture of debate and democratic participation in public affairs. Debates around issues of identity, social inclusion and human rights culture should take place in partnership with other institutions and civil society organisations and these should be supported and encouraged.

**f. Gender equity**

The Human Sciences Research Council policy brief (June 2014)<sup>42</sup> points out that the quality of educational experiences for both male and female students remains poor in South Africa. There is therefore a need for priority assistance for women in the PSET system. This assistance must be formalised in institutional policies and should be grounded on applicable national legislation.

This means gender equity policies and targets should be in place in all institutions and be part of PSET institutions' transformation reports. These gender equity targets should not be limited to the number of women admitted as students or employed by institutions, but should also address their occupation of leadership positions, participation in post-graduate studies as well as their participation and success rate in previously male-dominated programmes such as engineering and political sciences.

**g. Healthcare and HIV and AIDS**

Health centres and student support services in institutions must be prioritised to promote a healthy lifestyle on and off campus, assist staff and students in health-related queries and in specific conduct an HIV and AIDS information and awareness campaign.

This policy framework acknowledges the work of the HEAIDS project and re-iterates the view that health centres located in institutions should receive all the necessary support in ensuring that preventive measures are in place and both staff and students receive the necessary support as there should be no discrimination against persons living with HIV and AIDS.

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<sup>41</sup> Department of Higher Education and Training (2014) *Woza Sizokwakha!* Building Higher Education: Infrastructural Renewal, Revitalisation and Development

<sup>42</sup> [www.hsrc.ac.za](http://www.hsrc.ac.za), Rarieya, J, Sanger N, Moolman, B, Policy Brief, Gender inequalities in education in South Africa (June 2014)



**h. Student accommodation**

This policy framework calls for the abolition of any form of racial segregation and discrimination in student residences. Institutions should have placement policies that will be centrally monitored by the residence office of each institution.

This policy framework supports the recommendation of the Soudien Report (2008) which called for the banning of initiation ceremonies and activities, “irrespective of whether an activity causes bodily harm or not” as these activities and ceremonies could be used as a cover to promote racial bigotry in institutions and thus threaten social cohesion.

Institutional employment equity policies should also be applied to residence employees in order to avoid the perpetuation of ethnic or racial composition of residence staff.

The newly conceptualised institutions (University Colleges and Higher Education Colleges), when established, will be subjected to the same principles and priorities as universities and implementation will be part of the conceptualisation and initial implementation phase. All the elements of social inclusion will be addressed through institutional policies, action plans and implementation.

**4.6.2 Areas of focus for TVET colleges and CET colleges****a. Governance**

As for universities, this policy framework asserts that all TVET and CET colleges should at all times observe the rules of democratic engagement of students and staff on matters affecting them.

Therefore:

- Governing structures of institutions should be representative of all sectors in the institution;
- Freedom of association and freedom of expression should be observed;
- Institutional forums to broaden the participation of stakeholders in the governance of the institutions should be strengthened;

- Training of council members in social inclusion dimensions is critical as these structures are crucial in the development and implementation of progressive institutional policies; and
- Social inclusion policies should be developed and implemented in all aspects of teaching and learning, staff and student life. Policies should also be published on the college's website.

***b. Democratic representation of staff and staff development***

As for universities, democratic representation for both staff and students cannot be divorced from the broader debate of social inclusion, access and transformation.

However, in TVET and CET colleges the level of professional education and training of staff is lower than in higher education institutions. Much has to be done both in terms of representivity and professional development of staff. Colleges must have clearly defined and communicated staff development targets and programmes (both formal qualifications and professional development programmes).

Institutions should have clear and transformation-supporting policies and guidelines with regard to staff promotion and clear indicators for teaching. Councils should establish functional employment equity processes and procedures and monitor and report on employment equity trends in terms of the Employment Equity Act.

TVET and CET college staff and students should attend diversity management courses in order to promote cross-cultural and interracial harmony in institutions. This will also greatly assist students as they are likely to enter diversified workplaces after completing their studies.

***c. Instilling a culture of human rights***

TVET and CET colleges should nurture active citizenship in and beyond the lecture rooms by encouraging students to participate in activities that promote constitutional values, nation building and social cohesion. TVET and CET colleges are encouraged to build leadership skills and give students much-needed life skills.

The 'Calendar of Significant Days' and the Bill of Responsibilities for the Youth of South Africa (2008) should be implemented in TVET and CET colleges as these two documents instil constitutional values and promote social cohesion among the youth.

***d. Student support and development services***

Each campus of a TVET or CET college should have an office providing student support and development services to students. These facilities will provide integrated professional social inclusion services in the form of information, advice, counselling, assistance and inclusive education support to students. The DHET will provide resource packs and training support to staff working in these offices in implementing social inclusion in TVET and CET colleges.

***e. Critical role of student representative councils***

All TVET and CET colleges' SRCs should be used as a vehicle to address the issue of social inclusion. Therefore, SRC members will be capacitated to provide leadership in social inclusion issues, be responsible for implementation of social inclusion policies of the institution and promote social inclusion issues within the student community. The SRC will work closely with the student support and development services and management of the institution towards the goal of a socially inclusive society.

***f. Promotion of inclusive arts, sport and cultural activities***

The arts, sport and cultural activities are vehicles for social inclusion and should receive adequate attention and support. Attention should also be paid to disability sport in TVET and CET colleges in order to ensure that students with disabilities are not excluded from enriching campus experiences.

## ***4.7 Funding***

The HESA (now Universities South Africa) sector position paper (March 2010) in response to the Soudien Report (2009) stated: "The skills that are needed to build cultures of anti-racism in administrative structures, in residences, the sporting and cultural arena as well as in teaching and learning are not present in the degree to which they are required and again, the development of these skills and the capacity to train and educate others in meaningful ways, will take an injection of

resources.” The report points to the need for dynamic interaction with the ministry concerning ways in which their transformation efforts can be supported and resourced as well as monitored and evaluated.

The DHET is realistic about the fiscal constraints affecting government, and therefore accepts that the imperatives for a socially inclusive PSET system will require investment from current subsidies and funding sources. Integrated planning and implementation within current budgets will need to be implemented.

The Medium Term Expenditure Framework (MTEF) will provide a sustainable source for the implementation of national social inclusion initiatives, such as the development and communication of the charter and the development of indicators, with a greater degree of predictability and accountability for the planning and funding of social inclusion.

#### ***4.8 Monitoring and Evaluation***

Monitoring and evaluation of the implementation of this policy will take place on two levels. As discussed in 3.5.2, common indicators will be developed and agreed to measure and report on the progress in the achievement of social inclusion in the PSET sector. Important is that this mechanism will also be used to make recommendations on how to improve the implementation of social inclusion in PSET institutions (3.5.5).

The envisaged development and implementation of the SI-RIM will create a mechanism and instruments for monitoring and evaluation.

Furthermore, the publication of national strategic reports for social inclusion in the PSET system will furthermore monitor progress and evaluate the realisation of social inclusion in the PSET system as well as to provide information for national monitoring and evaluation mechanisms of government departments such as the DoW, DOH and the DSD.

#### ***4.9 Dispute Resolution Procedures***

There will be instances where individuals will report cases of unfair discrimination to the Minister, the DHET and other organisations. This policy framework calls on institutions to develop clear guidelines for their complaints offices, call centres and ombudsman offices.

The DHET will also apply relevant legislation when intervening in cases of discrimination.

This policy framework also recognises the role of Chapter 9 institutions such as the South African Human Rights Commission (HRC), the Commission for Gender Equality (CGE) and the Commission for the Protection of Cultural, Religious and Linguistic Communities in dispute resolutions.

#### 4.10 High-Level Implementation Plan

This policy framework will come into full implementation in 2017/8, although the DHET and institutions will initiate initiatives to provide an enabling environment for the realisation of social inclusion in PSET institutions during 2016/7.

| Initiative                               | Responsibility                                                            | Timeframes                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |                                                                                                                                                                        |                                                                                                                                                                                                                  |
|------------------------------------------|---------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                          |                                                                           | Short Term<br>2017/8 – 2019/20<br>(2 Years)                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       | Medium Term<br>2020/1 – 2023/4<br>(3 Years)                                                                                                                            | Long Term<br>2023/4 and beyond                                                                                                                                                                                   |
| a. Coordination and strategic leadership | DHET (implementation branches), institutions, organisations such as DEFSa | <ul style="list-style-type: none"> <li>• Build a common understanding and adopt a set of common social inclusion objectives</li> <li>• Monitor debates, issues, recommendations and identify implications</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |                                                                                                                                                                        | <ul style="list-style-type: none"> <li>• All people (staff and students) are able to express their identities without fear within the values of the Constitution as articulated in the Bill of Rights</li> </ul> |
|                                          | DHET (implementation branches)                                            | <ul style="list-style-type: none"> <li>• Develop norms, standards and guidelines for the realisation of social inclusion in the PSET system</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |                                                                                                                                                                        |                                                                                                                                                                                                                  |
|                                          | DHET (planning branch)                                                    | <ul style="list-style-type: none"> <li>• Work with government departments, social inclusion organisations and associations in creating a unified socially inclusive PSET system</li> <li>• Government initiatives driven by other departments are implemented in a coordinated and planned manner</li> <li>• Work with core (relevant) government departments towards the improvement of coordination between core government departments</li> <li>• Form partnerships with other departments in order to support the national social inclusion agenda</li> <li>• Work closely with institutions (implementation branches) and other departments to develop and implement instruments to assist institutions in the implementation of social inclusion</li> </ul> |                                                                                                                                                                        |                                                                                                                                                                                                                  |
|                                          |                                                                           | <ul style="list-style-type: none"> <li>• Adopt a Social Inclusion Charter for the PSET system</li> <li>• Launch of the 'Calendar of Significant Days'</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | <ul style="list-style-type: none"> <li>• Monitor the implementation of the Social Inclusion Implementation plan P46) and the 'Calendar of Significant Days'</li> </ul> |                                                                                                                                                                                                                  |
|                                          |                                                                           | <ul style="list-style-type: none"> <li>• Set up an NSIF</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |                                                                                                                                                                        | <ul style="list-style-type: none"> <li>• The NSIF guides and monitors the implementation of this policy</li> </ul>                                                                                               |

| Initiative                                                | Responsibility      | Timeframes                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |                                                                                                                                                            |                                |
|-----------------------------------------------------------|---------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------|
|                                                           |                     | Short Term<br>2017/8 – 2019/20<br>(2 Years)                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | Medium Term<br>2020/1 – 2023/4<br>(3 Years)                                                                                                                | Long Term<br>2023/4 and beyond |
|                                                           |                     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              | framework                                                                                                                                                  |                                |
| b. National and institutional policies and implementation | DHET                | <ul style="list-style-type: none"> <li>• Conduct a critical analysis of all policies and legislation around social inclusion that creates the enabling environment for the realisation of social inclusion in the PSET system</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     | <ul style="list-style-type: none"> <li>• Communicate and advocate the legislative and policy environment throughout the PSET system</li> </ul>             |                                |
|                                                           | Public institutions | <ul style="list-style-type: none"> <li>• Finalise their institutional policies that govern and guide social inclusion realisation</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | <ul style="list-style-type: none"> <li>• Update institutional policies</li> <li>• Monitor the scope and effectiveness of institutional policies</li> </ul> |                                |
|                                                           |                     | <ul style="list-style-type: none"> <li>• Develop and implement social inclusion objectives (incl. infrastructure and programmes) as outlined in 3.5.1</li> <li>• Develop, implement and report annually through the agreed reporting systems on annual action plans for social inclusion, including:               <ul style="list-style-type: none"> <li>○ Policy implementation</li> <li>○ Governance</li> <li>○ Democratic representation of staff and students</li> <li>○ Staff development</li> <li>○ Infrastructure</li> <li>○ Programmes</li> <li>○ Access to previously disadvantaged students</li> <li>○ Addressing needs of students and staff with disabilities</li> <li>○ Dialogue forums</li> <li>○ Gender equity</li> <li>○ Health care and HIV and AIDS</li> <li>○ Student accommodation</li> <li>○ Culture of human rights</li> <li>○ Student support and development services</li> <li>○ Student leadership</li> <li>○ Inclusive arts, sport and cultural activities</li> </ul> </li> </ul> |                                                                                                                                                            |                                |

| Initiative                                                                     | Responsibility                                                                 | Timeframes                                                                                                                                                                                                                                          |                                                                                                                                                                                |                                |
|--------------------------------------------------------------------------------|--------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------|
|                                                                                |                                                                                | Short Term<br>2017/8 – 2019/20<br>(2 Years)                                                                                                                                                                                                         | Medium Term<br>2020/1 – 2023/4<br>(3 Years)                                                                                                                                    | Long Term<br>2023/4 and beyond |
| c. Social inclusion indicators, data collection and national strategic reports | DHET (planning branch)                                                         | <ul style="list-style-type: none"> <li>• Develop a SI-RIM</li> <li>• Develop social inclusion indicators</li> <li>• Develop and implement a standardised process of collecting and reporting on progress</li> </ul>                                 | <ul style="list-style-type: none"> <li>• Implementation of the SI-RIM, social inclusion indicators and standardised process of collecting and reporting on progress</li> </ul> |                                |
| d. Mutual learning, exchange, advocacy and communication                       | DHET (planning and implementation branches) and institutions                   | <ul style="list-style-type: none"> <li>• Adoption of standardised national strategic reports for social inclusion in the PSET system</li> </ul>                                                                                                     | <ul style="list-style-type: none"> <li>• National strategic reports for social inclusion in the PSET system</li> </ul>                                                         |                                |
|                                                                                | DHET takes the lead and work with institutions, organisations and associations | <ul style="list-style-type: none"> <li>• Advocacy and distribution of the policy framework document to institutions, agencies and organisations</li> <li>• Develop an advocacy and communication strategy to strengthen social inclusion</li> </ul> | <ul style="list-style-type: none"> <li>• Implementation of the advocacy and communication strategy</li> </ul>                                                                  |                                |
|                                                                                | Institutions                                                                   | <ul style="list-style-type: none"> <li>• Develop student leadership in social inclusion</li> <li>• Promote a conducive environment for dialogue and debate on social inclusion elements</li> </ul>                                                  | <ul style="list-style-type: none"> <li>• Student leaders advocate and communicate social inclusion and participate in dialogue and debates in a progressive manner</li> </ul>  |                                |
| e. Funding                                                                     | DHET, institutions, social inclusion organisations, agencies                   | <ul style="list-style-type: none"> <li>• Engage with students and staff on an ongoing basis on social inclusion elements and implementation</li> </ul>                                                                                              |                                                                                                                                                                                |                                |
|                                                                                |                                                                                | <ul style="list-style-type: none"> <li>• Develop funding strategies for national and institutional initiatives</li> </ul>                                                                                                                           | <ul style="list-style-type: none"> <li>• Evaluate and revise funding strategies to optimise the realisation of social inclusion in the PSET system</li> </ul>                  |                                |
| f. Monitoring and                                                              | DHET (planning)                                                                | <ul style="list-style-type: none"> <li>• Link to c. Social inclusion indicators, data collection and national strategic reports (see above).</li> </ul>                                                                                             |                                                                                                                                                                                |                                |



| Initiative                       | Responsibility           | Timeframes                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |                                                                                             |                                |
|----------------------------------|--------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------|--------------------------------|
|                                  |                          | Short Term<br>2017/8 – 2019/20<br>(2 Years)                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          | Medium Term<br>2020/1 – 2023/4<br>(3 Years)                                                 | Long Term<br>2023/4 and beyond |
| evaluation                       | branch),<br>institutions | <p>This will be used to measure and report on the progress in the achievement of social inclusion in the PSET sector, as well as to make recommendations on how to improve the implementation of social inclusion in PSET institutions</p> <ul style="list-style-type: none"> <li>• Develop and implement the SI-RIM to create a mechanism and instruments for monitoring and evaluation</li> <li>• Publication of national strategic reports for social inclusion in the PSET system to monitor progress and evaluate the realisation of social inclusion in the PSET system, and to provide information for national monitoring and evaluation mechanisms of government</li> </ul> |                                                                                             |                                |
| g. Dispute resolution procedures | Institutions             | <ul style="list-style-type: none"> <li>• Develop clear guidelines for handling dispute resolutions within current legislation and policies</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                | <ul style="list-style-type: none"> <li>• Implement dispute resolution procedures</li> </ul> |                                |

## ANNEXURE A

Department of Higher Education and Training social inclusion legislative and policy mandates:

- Republic of South Africa, Constitution of the Republic of South Africa (Act 108 of 1996)
- Department of Education, Higher Education Act, 1997 (Act No. 101 of 1997); as amended
- Department of Higher Education and Training, Continuing Education and Training Act (Act No. 16 of 2006)
- Department of Labour, Skills Development Act (1998)
- Department of Education, White Paper on Education and Training (1995)
- Department of Education, White Paper 3: A Programme of Transformation for Higher Education Institutions (1997)
- Department of Education, Education White Paper 4 – A Programme for Transformation of Further Education and Training (1998)
- Department of Education, White Paper 6: Special Needs Education. Building an inclusive education and training system (2001)
- Department of Education, White Paper 7 on e-Education: Transforming Learning and Teaching through Information and Communication Technologies (ICTs) (2004)
- Government Outcome 5: A skilled and capable workforce for inclusive growth (2010)
- Government Outcome 14: Nation-building and Social Cohesion (2010)
- The Presidency, the National Development Plan (NDP) – Vision 2030 (2012)
- Department of Higher Education and Training, The White Paper for Post-School Education and Training: Building an Expanded, Effective and Integrated Post-School System (2013)

Other legislation and policies impacting on social inclusion in PSET:

- Department of Education, National Student Financial Aid Scheme Act, 1999 (Act No. 56 of 1999), as amended
- Department of Education, National Policy on HIV/AIDS, for learners and educators in public schools, and students in Further Education and Training Institutions (1999)
- Department of Education, Manifesto on Values, Education and Democracy (2001)

- Department of Education, Bill of Responsibilities for the Youth of South Africa (2008)
- Department of Arts and Culture, A National Strategy for Developing an Inclusive and Cohesive South African Society (2012)
- Department of Higher Education and Training, Government Gazette No. 37726, Notice No. 464, 9 June 2014, Regulations for Reporting by Public Higher Education Institutions (2014)
- The Presidency, Draft National Youth Policy, 2014-2019 (2015)
- Department of Social Development, Draft White Paper on National Disability Rights Policy (2015)