

Chapter 4

The Institutional Development of the Community Education and Training College

It is always good practice to go back and see where we come from as we are about to create our future. After all it is Collingwood (1946) who said

“all knowledge is historical knowledgeWe study history in order to see more clearly the situation in which we are called upon to act”.

The current Post-School Education system is made up of four different and overlapping sub-systems. In this case then, a brief history of post-school institutions in the country is a good starting point for us as we ponder the development of a new institution.

4.1. How the current Post-School Education system came into being:

4.1.1. Universities:

According to Subotzky (2003) the South African higher education was initially shaped by its colonial past and the underlying conflict between the British and the Afrikaner nationalism. Subotzky gives an account of how the first universities, which were fashioned on the British colonial model, first appeared in the late nineteenth century, in the form of the University of the Cape of Good Hope. This English speaking university development did not sit well with the Afrikaner speaking community, which was at the same time establishing their own republics within the country, and they sought to establish links with the Dutch universities in order to establish Afrikaans speaking universities. After a number of failed attempts, the first university college of Stellenbosch, with strong Afrikaner nationalism, finally took off after the First World War, the two institutions set the country off in a trajectory of either English or Afrikaans speaking institutions of higher education, right from the start for the white population mainly.

When the Nationalist party came into power in 1948, another version of a dual structure was introduced in HE. Institutions were now established for each race and ethnic group. As

Apartheid progressed and introduced different forms of white domination on the African population, the institutional development of HE was also replicated to match the new development. The intention of Apartheid in the creation of the various higher education institutions was to ensure and maintain a rigid social order and occupational structure where blacks were being prepared for a subordinate and geographically isolated role in society (Reddy, 2004; Subotzky, 2003). This can be confirmed by looking at the geographical location of black institutions, which were subsequently termed 'bush' universities, the disparities in funding which favoured white universities and the course offering available to the different institutions.” Under apartheid, functional differentiation meant disadvantage and inequality’ (Subotzky, 2002, p. 549). Both the advantaged and disadvantaged institutions had distinct roles in producing and maintaining the divided social order and inequality inside the institutions and for society.

The results of an apartheid system in education set the transformation agenda for the new government. It was easy to understand that this variegated and highly unequal higher education system was undesirable going forward. It was apparent that the higher education system profile of both the students and staff was still excluding the majority of the population, namely Blacks. It was clear that a racially differentiated higher education system reproduces itself in society and contributes to an unequal society. It was clear that the university system was not set up to serve the basic needs of society and communities as these institutions were a relic of their colonial past in the main.

4.1.2. The Technical and Vocational Education and Training Colleges

It was soon after the second World War that the first Technical College was established in Pretoria. This college was to service and formalise training of the individuals who came back from the war and could not get into university¹. The next technical institution which was built was the Central Organisation for Trade Testing (C.O.T.T.) in Olifaantsfontein, in the early 1950s, which later became the Institute for the Development of Learnerships and Assessments (INDLELA) in the early 1950s. It was during the late 1950s when it became

¹ Many war veterans were admitted into the university system as a reward for their patriotism, and many only had to demonstrate their potential without having passed the required 'matric'.

clear that there was a need to expand the technical training system, this coincided with the rapid industrialisation that was taking place in the country and many skilled workers were needed in the economy. At this point, the technical education system was meant only for the white population.

Towards the early 1960s a new development that had started at the end of the World War II was beginning to firm up. This was the era of partnerships with industry whereby technical colleges were used primarily as a place for block release or evening classes for those apprenticed by industry in specific areas of technical and mechanical studies. Later on this arrangement began to weaken as industry reduced its apprenticeship system intake and the technical colleges had to find a new vision. The technical college education, which had its roots in the industrial and apartheid economic boom of the 50s and 60s, has been affected negatively by the deracialisation of the employment statutes as well as the social conditions that underpinned the apprenticeship system (Kraak, 2004; McGrath, 2003; Gamble, 2003). In the period since statutory deracialisation (1981), and more recently with rapid deracialisation of technical colleges (since 1994), these social conditions have been dramatically inverted. More than ninety percent of students in technical colleges are now Black. Most study full-time with no employer sponsorship. With the current recession, this situation is likely to have worsened. Over the last twenty years the technical college has been transformed to Further Education and Training institutions, taking after the United Kingdom, and later to Technical and Vocational Education and Training (TVET) Colleges. The smaller institutions were amalgamated to form bigger institutions with multi-campus. Yet these institutions can still be considered to be struggling to match their counterparts in developed countries, and some might even say that over the past twenty years the colleges have not made significant advancements in carrying out their mandate. They have lost that important role as the provider for the apprenticeship system in TVET and they have not managed to transform into institutions of diverse provision.

4.1.3. Public Adult learning Centres

According to Stewart (2001), in the early 1990s South Africa's 60% adult literacy rate ranked between less- developed and developing countries, despite expenditures of about 7.3% of GDP on education. In the late 1970s, the previous government had initiated an adult

education system through the establishment of night schools. These night schools were initially established as means to upgrade teacher qualifications. Soon, the night school system was extended to be the 'completion' of senior secondary education for those who have dropped out or have not been successful in taking the examinations. School buildings were used and this allowed for a large delivery system, which still persists, albeit in a reduced form, for the senior certificate students, called 'B' candidates. During the 1970s business firms and in particular the large mining companies started to provide adult education on programs registered with the Department of Education. Many of the companies which initiated such programs did so in order to comply with foreign investors' requirements. But as the disinvestment campaigns were pushed forward in the 1980s, companies down-scaled their provision as well. By the 1980s, company sponsored adult education was dwindling and large Non-governmental Organizations that were working in adult education began to take centre stage, like the Bureau of Literacy and Literature; the South African Institute of race relations; Operation Upgrade; Project Literacy and Learn and Teach (Stewart, 2001).

When the new government took over, there was much anticipation that adult education needs were finally going to be addressed. Stewart notes that "the terms of the debate were understandably shaped by the apartheid experience". The Congress of South African Trade Unions (COSATU) dominated the debate, especially the mining sector. Adult Basic Education (ABE), with an expanded component of training to form ABET became the dominating concept in talking about adult education and just about anything else disappeared from policy and intellectual discussions. In the meantime, the European Union had sponsored a very extensive and expensive project of establishing an Alternative Secondary Education for Adults (ASECA) through the auspices of the South African Council of Higher Education (SACHED). It soon became clear that the perceived needs by the NGOs like SACHED who have been working in the field and had a history of helping students who aspired to get into higher education, was different from the perceived needs of organized labor movement who recognized adult education as being basic literacy. Because of the power and influence of COSATU within the current government, ABET occupied a higher place than any other concept of adult education. The former regime delivered its adult education through a programmatic system operating in night schools. The new

government sidelined the night school system and in fact discredited it with everything else that was wrong in adult education and was more inclined to ‘campaigns’.

South Africa has always been uncertain about where the education needs of its population are. The apartheid era that denied generation of African people education, often informed attempts to remedy this situation. To this end therefore, most efforts have been directed to literacy interventions. Next to basic literacy interventions has been attempts to give adults a school- like qualification, which was hoped it would enable these adults to access meaningful skills development. Before 1994, government night schools and linked private centres offered the only officially recognised certification in adult basic education in South Africa. This was the Standard 5 adult examinations. In the new dispensation this was widely regarded as unacceptable. Apart from it reflecting apartheid education, it emphasised authoritarian trivial and rote learning and was based on a schooling curriculum. With the introduction of Curriculum 2005, the old Standard 5 official examinations for adults fell away. What ABET certification there was, was then based on unguided assessments by the public adult learning centres (PALCs). The introduction of Curriculum 2005 for school-going learners and the growing status of the national qualifications framework (NQF) also led to a period of confusion, uncertainties, lack of direction, low motivation and poor quality in many PALCs. It became clear that adults were increasingly losing ground in having access to an important currency – the certificates for their qualifications. Since then, various efforts to provide certificated programmes or adults have not borne spectacular results.

4.1.4. Skills Development

Unlike the three systems briefly described above, the history of skills development is rooted in the Department of Labour. Historically, there has been two types of provisioning in the Department of Labour- namely the apprenticeship system and the training for the unemployed. Under the Manpower Training Act of 1981, the Department of Labour organized its training along sectoral Industrial Training Boards (ITBs). The ITBs were the primary bodies who were in charge of all apprenticeship matters. The introduction of the Skills Development Act (SDA) of 1998 brought out a reorganization of the ITBs into Sector Education and Training Authorities (SETAs), who in addition to the training or skills development roles, also collected and distributed the Skills Levy. The function of finding the

right processes for the skills development in the country is still work in progress as currently the SETA landscape continues to be under construction.

The Department of Labour also used to provide a very wide range of short courses for the unemployed and people with disabilities. The disruption to this service has been gradual. First, it was the introduction of the National Qualifications Framework that introduced a language of Unit Standards and full qualifications that excluded the notion of short courses. Secondly, during the establishment of the SDA, the Department of Labour did away with its training centres as the role of the Department of Labour in training was eliminated in the new legislation. Some of the many well equipped training centres were converted into private training centres; a few were amalgamated to the new FET colleges; and yet many were left empty too long and disintegrated into useless disused buildings. When the function of skills development moved over to the newly formed Department of Higher Education and training, the training of the unemployed disappeared totally from the system.

4.2. The current post-school system

The post school system is still largely reflecting its historical origins, where each part of the system grew and continued in its own trajectory. The university sector comes from a history of racial constructions which was also fed by a differentiated school system. This produced a large number of casualties of individuals who could not access tertiary education and whose education simply stopped at the school level. The TVET system which was solely built to support the industrialisation of the country, lost its way when the industrialisation project took a back seat and this institution has been wavering since. The Adult Education continues to be informed largely by the literacy and school completion agendas. The net result of all this has been the absence of an institution which would service the products of our troubled past as well as the varied need of communities and individuals which have not been met in the past and continue to be unmet in the current post-school education and training system.

In considering the Community Education and Training College as a new institution, one has to be mindful of this history. In particular, the CET institution is being built from an institutional base that has a long history of weakness and no clarity of its purpose. It will

also be serving a different range of individuals, many of whom will be unemployed and yet a service for the unemployed and the memory of unemployed services is almost lost from the system. Yet, the absence of a strong and clear institution gives us the opportunity to go back to the drawing board and think much clearer about this institution as a new institution without the inhibitions that come from the past.

However, there are somethings that have been left behind even from our troubled past that we might want to still revisit. For example, the training of the unemployed that used to thrive in the DoL is something that we ought to take instructive lessons from. The short courses that died after the invent of the NQF, and the strong links that were made between training and Employment Services are still worth taking note of. The need for bridging programmes for the underprepared students which the universities used to provide for is still there.

4.3. Principles for developing a new Community and Education and Training institution.

The white paper on post school education makes a point about the role of education in the acquisition of social justice in our society. Accordingly, the achievement of greater social justice is closely dependent on equitable access by all sections of the population to quality education. Further, widespread and good quality education and training will allow more rapid economic, social and cultural development for society as a whole. Access to opportunity works towards leveraging a levelling of the play-field, as it provides tools for social mobility. In other words, having opportunities in life prepares them for accessing further opportunities that provide social mobility. Social and economic mobility is a critical social mechanism, which contributes to a stable body politic. Social and economic mobility, whether taken in small steps, or long leaps, provides a measure of the gap between the social origins and social destinations of individuals. When the ultimate gap is wide for those who start from a position of disadvantage, achievement reached reflects opportunities given and taken along the way, and thus provides the measure of mobility possible for individuals. It is for this purpose then that it is argued in the White Paper that there is a need to expand access to post-school opportunities far beyond what is currently available.

The White paper further acknowledges that the current post-school institutions are not sufficient in numbers or relevant to all our societal needs. Educational needs for those who have already left school are many and vary from literacy, completion of basic school education, skills development as well as community education needs. The introduction of a Community Education and Training College therefore is an important milestone that has to be introduced, grown and nurtured to full capacity so that it can take care of most of the unmet educational needs in our society. It is therefore important that this National Plan be informed by the correct principles that will ensure that this ideal is achieved.

- a. **Accessibility:** It is important that this institution is accessible to the learners it serves. Accessibility can be defined in terms of three issues, namely (i) distances to be travelled; cost of learning in terms of fees and support systems needed to succeed; and (iii) programmes needed by learner. All of these issues have to be taken into consideration when establishing a new institution and ensure that the institution covers the majority of the citizens in a geographic area.
- b. **Ownership:** The Community Education and training institution should be owned by the community it serves. Ownership carries both the notions of entitlement as well as responsibility. As the institution gets established as a public institution, it is expected that the government will provide specific things to fit with the Norms and Standards gazetted by government and also oversee the running of the institution. On the same vein, a Community must be able and be ready to make meaningful contributions to their institution for meaningful provision to materialize.
- c. **Reflection of Community interests:** Although there are Norms and Standards for this institution, this is not meant to take away from the uniqueness of interests that must shape the character of each institution. In as far as it is reasonable, a Community must feel served by its own institution, and therefore a Community must strive to achieve this ideal.

- d. **Leveraging local opportunities:** A Community Education and Training College is meant to be an institution that connects its community with economic, social and cultural opportunities in the area. It is therefore important that this principle be central in the establishment and running of each institution for the advancement of the social, economic and cultural mobility of its community.
- e. **Skills for the informal economy:** The Community Education and Training College must cater for a range of skills that will provide opportunities for its learners. Skills for the informal economy is singled out here because most formal learning institutions tend to be geared towards the skills for formal economy and the informal economy is largely neglected. Yet, most of the learners who will be attending this institution are likely to be participating in this economy and their economic mobility in this sector will be greatly enhanced by further development of their skills.
- f. **Partnerships:** The Community Education and Training concept will only be realised through a framework of partnerships that bring different stakeholders, institutions, communities and interested parties together. Each of these role players have their particular strengths that will enhance the delivery of services to the beneficiaries of the CET college.
- g. **Innovation:** It is important that this institution leap frogs the modes of delivery and be established as a twenty first century institution. How we think about places and modes of delivery should reflect the innovations that must characterise this institution.

4.4. Establishing an institution for a community

Establishing a new institution requires a new vision that is informed by the principles above in the first place. It requires thinking about where to place these institutions; the characteristics of these institutions as well as the question of facilities.

4.4.1. Geographical boundaries, structures and facilities of the new institution

Taking into consideration the abovementioned principles, it is important that the new institution is *accessible* and *owned* by the community. As a starting point, the geographical boundaries that make sense to establish this new institution are the district and metropolitan municipalities. There are 44 district municipalities and 8 metropolitan municipalities. For a start, it can be expected that each of the 52 municipalities will have its own CET college. As time goes on the number of institutions in each municipality should increase, depending on the numbers served as well as distances travelled by students. Evolution and growth will be discussed later in this document. The municipality boundaries make sense as these contours already bind the communities together and are also meant to focus government and the citizens to matters of local development and social cohesion.

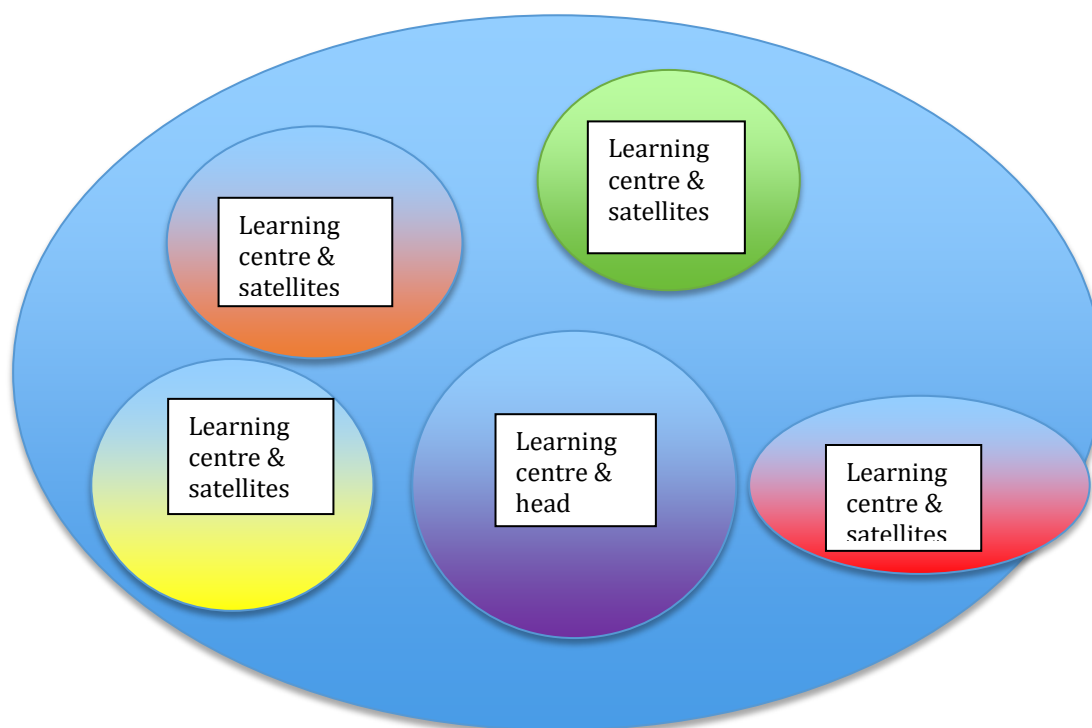
Community Colleges will be made up of three structures, namely the main campus or head office, learning centres as well as satellites. Again, it may be better to think about a learning centre along local municipality lines. In other words, an ideal situation is that each local municipality should have its own learning centre. At this point, it seems wise to stop the fixing of institutional structures at learning centre levels as municipality boundaries may periodically shift beyond this point.

The White Paper on Post-school education indicates that the CET college will build on the current offerings of the Public Adult Learning (PALCs) Centres. Although these PALCS, often do not have their own facilities, it is recommended that they should still be regarded as one form of satellites of each learning centres. In the section below on the characteristics of this institution, other forms of satellites will be described. It is important though to start delineating the geographical boundaries envisaged in the process of establishment as this also clearly identifies the stakeholders to be involved in the setup process.

Although it is common to think about institutions in terms of mortar and brick, it is very important that we think about this institution in very innovative ways right from the beginning. There are important markers that will help us to start thinking about this institution in a non-traditional ways regarding its establishment:

- Where possible, the CET college will have its own purposely built facilities. However, it is not always going to be possible to do so and innovative ways must be found to create space where teaching and learning must take place. There must be a physical structure where the college will attend to its main administration and this must belong to it. The location of the main campus must be decided first with issues of accessibility in mind, even if there are more developments of other learning centres somewhere else.
- In the main, the CET college, with the assistance of Municipalities, will seek to identify unused or under-utilised buildings which will be refurbished for its use.
- It is ideal that Municipalities house and shoulder the responsibility of their own Community College, and therefore it will be expected that the Municipalities create and house the function of College oversight. Although the overall responsibility of CET colleges remain with the National Government, the functions which were carried out at District level for PALCs (and more), should be shifted to the Municipalities, starting with the Metropolitan municipalities.
- Communities will also be expected to acquire skills to build and refurbish buildings as their contribution to the establishment and maintenance of the institution
- The CET college will continue to share spaces with other public institutions like schools, TVET colleges and even Universities. TVET colleges and Training centres will also serve as Skills Hubs in the area which will be accessed by the CET colleges. There are other non-profit organisations which may be approached for space sharing, e.g. churches, community halls, etc.
- PALCS will be one form of satellites of a Learning Centre and other forms of satellites must be identified and developed in order to provide or the diverse curriculum envisaged in the section on Programmes and Curriculum.
- The development and use of technology in teaching and learning will be explored extensively in order to ensure that the unreached communities can be reached.

The following diagram illustrates how a college, its centres and satellites might look like:



4.4.1. Models of the CET college

Besides the use of technology as a main driver for provision, innovation will also come about in this institution through the strategic use of partnerships. Partnerships will define the delivery model in this institution as it finds its way in the various communities. There is no one form of partnership that will define this institution as this will depend on the outcomes to be achieved. The following are examples of possible partnerships but not exhaustive.

Public-Private Partnership	Public-Public Partnership	Public-Non-Profit Partnership	Public-public /private Partnership
Private sector partnering with government in	DHET as the Executive Authority of	Non-Profit Organisations like churches and	The CET college partnering with other institutions of

delivering its Corporate Social Investment programmes through the CET college • Private sector investing in the development of the college infrastructure	CET colleges partnering with other departments, e.g. Public Works; DoL; Agriculture, etc. for skills development and Social Development for student support • DHET partnering with Local Government regarding the resourcing and management of the college	other Education NGOs partnering with government in the delivery of programmes as well as providing facilities and space for teaching and learning • Communities in which the CET college is located partnering with the CET college with regards to their contributions in the development and maintenance of their institution • Partnering with both public and private Employment Services, e.g. DoL and Harambee	learning like TVET colleges, private institutions and universities regarding facilities and teaching and learning spaces. • Institutions with skills development capability becoming the Skills Development Hubs in the area which can also be accessed by the CET colleges, e.g. TVET colleges and other Training centres like the CIE centres
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Partnerships are essentially about three things: *Authority, Autonomy and Management*. It can therefore be expected that these three things have to be clarified beforehand for any successful partnerships to work. The Department of Higher Education and Training

(DHET) will in due course establish a framework for these partnerships, informed by the pilots which are already unfolding.

4.5. Starting Points

Although the CET colleges are not meant to be homogeneous institutions, there are however some common steps, in no particular order, that may be useful for setting up these institutions:

- a. Each provincial CET administrative hub to take over the functions of Provincial DBE AET directorates and restore district support for CLC's from the hub, whilst reconfiguring the new landscape.
- b. Understanding the geography of the district municipality for metropolitan municipality boundaries where the college is to be placed. In addition, understanding the number of learning centres and satellites according to the local government boundaries are possible for a start.
- c. Mapping out the provision to be consolidated into the new structures, like the Public Adult Learning Centres already available, Non-Profit and NGO provision in the area; Skills development provision; number of learners and educators, etc.
- d. Discussions with Municipality Authorities about what the College and especially what their contribution is going to be. Where possible, the Administrative Hubs should start a conversation with District / Metropolitan Municipalities about College oversight and resourcing.
- e. Identification of physical infrastructure possible for utilisation and its state of readiness
- f. Identification of key stakeholders in the locality, especially employers and other institutions of learning and forming a stakeholder body for periodic discussions. This local stakeholder body should later on form a significant part of the College Governance body.
- g. Establishing a framework for making the TVET colleges and Training Centres Skills Development Hubs which will be accessed by the CET college for the purpose of skills development of its own students and the Community.

- h. It is possible that some learning centres will be ready to start before others. The planning that precedes this process will therefore be useful to identify the early starters as well as the support needed for those which are struggling behind. Decision to start will be based on many factors, including viability in terms of number of learners and educators, infrastructure, resources and management capacity.
- i. Establishment of EMIS system for the CET college system.

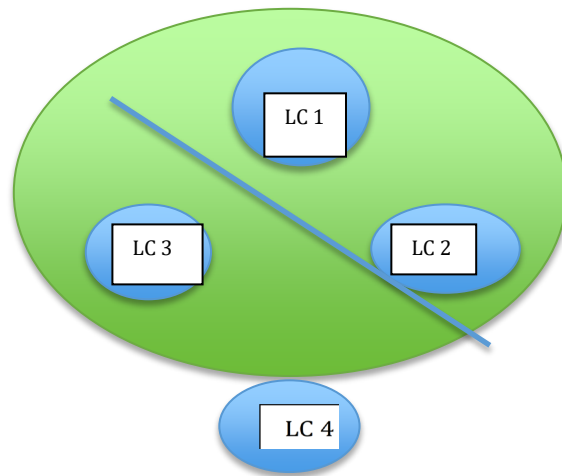
4.6. Evolution and Growth

By design, the CET will be servicing more people than any other institution outside of the schooling system. Therefore, 52 institutions are not going to be adequate in the long run. Growth must be anticipated from the start. However, the 52 institutions will have covered the geography of the country even if distances remain a challenge at the beginning for many learners. In some instances, there may just be too many learners to accommodate in one institution or learning centre. It is ideal that no institution should be expected to carry more than 5 000 learners, and also no more than 5 learning centres. In cases where the demand is high or the distances² are too much for some learners, this is what is suggested for the expansion of this institution:

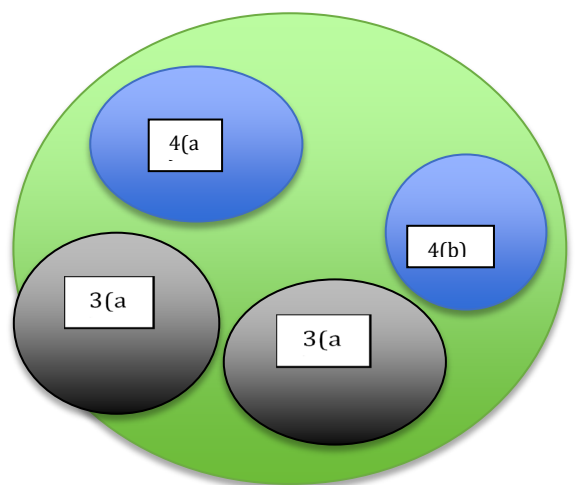
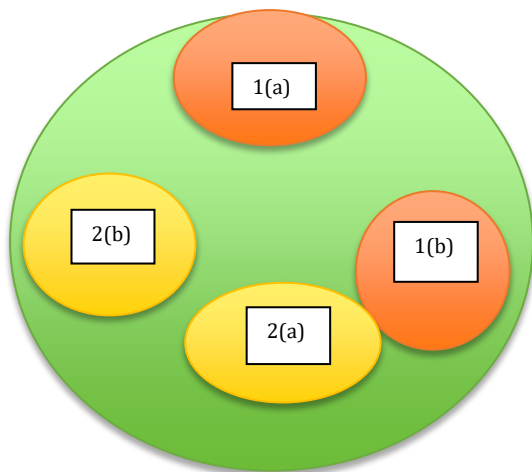
- A process of creating a second CET college in the same district must be started, using the existing institutions instead of starting new ones. This would be done by regrouping the learning centres:
 - i. First the learning centres will be divided to form two new colleges which will take on new learning centres
 - ii. The learning centres themselves will further divide its satellites in the formation of new learning centres in order to accommodate for new structures whilst retaining management capacity in all centres

² Distances translate to a lot of money paid for traveling by poor students

Phase 1



Phase 2



- Once the two colleges have consolidated enough, this process of mitosis can be repeated over and over again, till the CET college concept is accessible to all communities and individuals in the Republic of South Africa. However, the defining condition must be viability.

4.7. Piloting the ideas

The establishment of a Community Education and Training College is igniting a great deal of excitement in the country. Many of the ideas that are being put forward are new and have not been tested. The Department of Higher Education and Training (DHET) will start piloting the ideas in the plan even before the plan is final. For example, the following are some of the ideas DHET has decided to pilot in 2016-2017:

- Organising the establishment of a few CET colleges
- Partnering with the Catholic Institute of Education in the development of skills of students
- Partnering with private sector Trusts in reorganising their education and training in specific areas into structures of CET colleges
- Partnering with TIA in the establishment of an IT based Skillz Book in CET colleges
- Partnering with Harambee in the provision of Employment Services
- Establishment of a district oversight and coordination of community colleges in a Metropolitan municipality such as Johannesburg.

The list of pilots is likely to go where these ideas are tested as the pilots are meant to strengthen and refine the ideas in the plan.

4.8. References

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