THE IDEAL INSTITUTIONAL MODEL FOR COMMUNITY COLLEGES IN SOUTH AFRICA:

A DISCUSSION DOCUMENT

Sandra Land and John Aitchison

ADULT AND COMMUNITY EDUCATION UNIT

DURBAN UNIVERSITY OF TECHNOLOGY   SEPTEMBER 2017

ABET	Adult Basic Education and Training
AET	Adult Education and Training
CBO	Community Based Organisation
CETC	Community Education and Training Colleges
CETCAC	Community Education and Training College Administrative Centres
CLC	Community Learning Centre
DHET	Department of Higher Education
DoE	Department of Education
ETDP SETA	Education and Training Development Practices Sector Education and Training Authority
FET	Further Education and Training
FTE	Full time equivalent
GETC	General Education and Training Certificate
GETCA	General Education and Training Certificate for Adults
HEI	Higher Education Institution
IDP	Integrated Development Plan
NASCA	National Senior Certificate for Adults
NGO	Non-Governmental Organisation
NSF	National Skills Fund
NQF	National Qualifications Framework
OERS	Open Education Resources
PALCs	Public Adult Learning Centres
PRESET	Preservice Education and Training
PSET	Post-School Education and Training
RPL	Recognition of Prior Learning
SAQA	South African Qualifications Authority

TABLE OF CONTENTS

PROVENANCE OF THIS DOCUMENT

In addressing the challenges of provision of adult education and training, as outlined in the *White Paper on Post-School Education and Training*, the Director-General of Education established a Task Team to conceptualise a workable institutional model for community education and training. The Task Team recommended the establishment of Community Colleges as a third institutional form alongside Universities and Technical and Vocational (TVET) Colleges. In pursuance of this commitment, the DHET established a Community Education and Training Colleges Advisory Task Team to develop the concept of an ideal Community College based on past and current experiences. The Adult and Community Education Unit (A&CE unit) at the Durban University of Technology (DUT) was contracted by the ETDP SETA to further this work by developing a discussion document.

THE DIRECTOR-GENERAL'S ADVISORY TASK TEAM ON "THE IDEAL COMMUNITY COLLEGE"

BACKGROUND

1. The Minister's concern over lack of expertise in the Department to develop the concept of community education through community colleges, led to the establishment of an Advisory Task Team to give guidance on all matters regarding community education, training and development, as well as the establishment of community colleges and Community Learning Centres

2. The Advisory Task Team was charged with the responsibility, among others, to determine the defining features of a community college that differentiate it from a Technical and Vocational Education and Training (TVET) College in terms of vision, mission, functionality and mandate of such an institutional type.

3. The members of the Task Team come from reputable University Adult Education and Training Centres; Community Based Organisations (CBOs); Non-Governmental Organizations (NGOs); representatives from Government Departments charged with rural, community and social development; and Sector Education and Training Authorities.

TERMS OF REFERENCE

4. The Task Team to provide advice to the Director–General and the Department on the following matters with specific focus on:

    4.1   Programmes

    4.2   Appropriate policies and legislation

    4.3   Governance model

    4.4   Conceptualise an ideal community college based on past and current practices

    4.5   Partnerships and engagement with communities

    4.6   Further rollout of community colleges

4.7 Learning pathways

4.8 Mode of education and training delivery

4.9 Staffing; and

4.10 Monitoring the establishment and operations of Community Colleges

5. The list is not exhaustive. The Director-General indicated that he may seek advice of the Task Team on any matter that the Director-General may determine from time to time.

PROCESS AND TIME FRAMES FIRST PROGRESS REPORT

6. The Task Team shall provide support and give advice to the Director-General for 2015/16 to 2019/20.

7. The life span of the Task Team is linked to the duration of the Department's Strategic Plan and the Government's Medium Term Strategic Framework (MTSF)

FIRST PROGRESS REPORT MEETINGS

8. The Task Team submitted a first progress report to the Director-General on 12 December 2015.

MEETINGS TASK TEAM MEMBERS

9. Meetings of the Task Team were held on:

18 August 2015;

09 September 2015;

19 and 20 October 2015;

14 and 15 March 2016;

01 and 02 December 2016;

29 May 2017;

23 June 2017, and

26 July 2017

TASK TEAM MEMBERS RESEARCH SUPPORT

Name	Organisation	Designation
1. Ms S Nxesi Chairperson	ETDP SETA	Chief Executive Officer
2. Professor S Walters	University of the Western Cape	Professor Emerita
3. Ms T Mosondo	GDE	Director Institutional Planning and Support

4. Ms L Helme	SHARE Adult Learning	Executive Officer and development
5. Mr R Rangiah	Tembaletu Trust	Executive Director
6. Ms S Hamilton	CEPD	Senior Researcher
7. Mr I Baatjes	NMMU/CIPSET	Director
8. Mr N Dladla	EC Planning Commission	Senior Research Associate
9. Dr A van Staden	Dept. of Rural Development and Land Reform	Acting Deputy Director-General
10. Dr A Harley	CAE, UKZN	Lecturer
11. Mr C Pakade	Social Development	Acting Director-General
12. Mr Mziwonke	Public Works	Director-General
13. Mr N Johnstone	CIE	Director
14. Mr D Diale	DHET	Director
15. Ms J Sibiya	DHET	Deputy Director (Secretariat)

12. An invitation to nominate officials to the Task Team members was sent to the Departments of Social Development and Public Works. They did not accept.

13. Dr Anne Harley resigned from the Task Team.

RESEARCH SUPPORT INTRODUCTION

Funding was made available from the ETDP SETA for research to be undertaken, under the guidance of the Task Team. Dr Sandra Land, Durban University of Technology (DUT), was appointed to do this work.

INTRODUCTION

The stirring vision in the White Paper is of a single, coordinated post-school system that should play a strong part in facilitating the development of a non-racist, non-sexist, fair, equitable South Africa. This system would enable general access, in urban and rural areas, to effective learning programmes at a range of levels in different fields of learning, affording people in all contexts access to learning opportunities that relate to their life contexts. With no shortage of failed projects to learn from, and plenty of functional projects to draw on, it should it be possible for South Africa to develop, as part of its post school system[1], a truly functional model for Community Colleges in Africa.

The Task Team appointed by the Department of Higher Education (DHET) to research Community Education and Training Centres (CETCs) notes in its 2012 report some of South Africa's achievements in the field of adult and community education since 1994: the "rapid integration of the racially segregated education and training institutions, ensuring near universal access to primary, and increasingly, secondary education, the introduction and expansion of early childhood development, expanding access to higher and further education and putting in place a skills regime that seeks to provide access to ongoing training to those in the work force" (DHET 2012 p.15). However, it also notes the continuing disadvantage of a group whose situation has not altered substantially since the production of their report: adults and young people who remain unemployed, outside the formal economy, and not involved in education or training, and who have very few opportunities to access learning.

In the same vein, in her 2009 report (DHET 2009) Dr Pheliwe Lolwana asks incisive questions that remain pertinent to this discussion document eight years after she posed them:

- Why does South African youth remain vulnerable and marginalised in spite of substantial government spending on support for young people?
- Why does Black youth unemployment remain so high in spite of the Skills Development Levy and affirmative policies?[2]

Other questions that need to be answered are:

- How can we make adult education offerings worthwhile to the millions of South Africans who still suffer from our history of educational deprivation and system failure?
- How can we shift attitudes of young South Africans, who believe that getting into university is the only positive option, to seeing other options as attractive?

---

[1] The dictionary meaning of "post school" is "after school". In our context however, the term is used to refer not only to TVET colleges and universities, but also to other parts of the education system outside the ECD – Grade 12 schooling system, including the system previously known as Public Adult Learning Centres, which serves those whom the schooling system cannot serve.

[2] R 12. 6 billion was disbursed in the 2013/14 financial year with SETAs receiving more than R10 billion and the NSF more than R 2.5 billion (DHET 2015).

The DHET Task Team of 2012 suggests that there may be answers in community education: "Community Education should support learning and development that leads to social justice for everyone. Community Education can be seen as committed to the principle that education should originate in and be designed to meet the interests of the community, and be directed to improving its quality of life. Policy and practice for community education and training should be founded on the underpinnings of a democratic society which views collective improvement in quality of life as the primary goal of its educational initiatives. All citizens should be provided with the opportunity for a lifetime of intellectual growth, vocational enrichment and social improvement … Community Education is about the community itself learning to work together to identify and solve developmental problems (personal, social, economic and political)" (DHET 2012b p 32 – 33).

Learning opportunities are needed that will enable people to survive in a labour market where permanent jobs are not available, to find information they need to manage their lives, and to find a way out of poverty. They need to be able to discover what options are open to them, to know what information they need, and to build enough confidence in themselves to risk failure. Providing these learning opportunities is possible, and in line with the guidance of the Freedom Charter's "let the doors of learning be opened" call, which stresses the need for free, compulsory basic education, and the need to open higher education and training to all. It is also in line with the governing party's "Ready to Govern Policy Guidelines" which states the commitment of the African National Congress (1992) to the provision of ten years of free basic education as the minimum needed to prepare people for participation in the economy and in society.

SECTION 1

WHAT ARE COMMUNITY COLLEGES? THE COMMUNITY COLLEGE IN DEVELOPED AND DEVELOPING COUNTRIES

The term "Community College" has different meanings in different countries, but it is generally understood to refer to comprehensive post-school institutions that are accessible to local people and offer variable mixes of four types of post-school education and training:

	Vocational education	**Non-vocational education**
Formal education and training	Technical and Vocational education providing formal qualifications at various levels (usually secondary and tertiary)	General and secondary (school-equivalency) education/ ABE as well as higher education for formal qualifications
Non-formal education and training	Work-related courses organised by employers or training organisations not for a qualification but often with some certification	Adult and community education courses based on voluntary participants' own learning interest and needs for personal and social growth and with no certification and often organised by non-governmental and community-based organisations

In different countries the mix of the possible forms of community education shown in the table above varies.

COMMUNITY COLLEGES IN DIFFERENT COUNTRIES

In North America, community colleges (two year colleges) are as big a part of the post-school sector as universities (four-year colleges) and are primarily vocational in orientation, though they may offer remedial second chance school-equivalency education (adult basic education[3]) and a range of non-formal training and community orientated courses.

---

[3]"Adult Basic Education" is conceptualised internationally as the equivalent of the education that is considered the basic minimum for a citizen, and therefore corresponds to whatever the period of compulsory schooling is in that society. Therefore, for example, in most of the developed world ABE is the equivalent of all primary and at least some secondary education. This is not the case in South Africa where it is the equivalent only of primary education (general education) up to grade 9.

Most community colleges have a real and vital connection to the local community – it is **their** community college although it may be largely funded by the state or private sources. Community Colleges are accessible in most cities and towns of substantial size. These community colleges are the popular institution of choice for high school completers who are not, because of weak academic eligibility or for reasons of cost, going into formal four-year higher education academic degree programmes (though the two-year qualifications offered by these community colleges may grant them entrance to universities). Programmes offered in these colleges include academic development or second chance secondary education, technical education, work preparation or upskilling, community development, continuing education, general education or liberal arts, education for talented scholars, entrepreneurship and transfer courses to degree awarding programmes at university (Lolwana 2009). There are also options for students who study at a range of levels for their own interest. Distinctions between colleges that previously specialised in work preparation, and those that were more comprehensive, or prepared students for university are fading with the increasing popularity of community colleges in the United States. Students with community college qualifications tend to become mid-level workers, an employment sector that is growing in modern societies. Countries in other parts of the world that have modelled their community colleges on the ways the United States colleges have responded to societal pressures include Korea, Chile, Singapore and India (Ng'ethe *et al.*, 2008 in Lolwana, 2009).

In India, a developing country, there is a range of community college type institutions – Polytechnics (offering diplomas), community polytechnic (training rural development workers), community colleges (offering skills courses for the disadvantaged) and Adult Education centres (providing literacy, ABE, life skills and vocational training).

In a number of other countries there are various forms of Further Education and Training Colleges.[4] In the United Kingdom, Further Education Colleges are comprehensive institutions though primarily offering technical and vocational education and training. They usually also offer some community ABE and community courses as well as higher education qualifications in associations with universities.

In summary then, the international evidence sees community colleges primarily as genuinely post school or post grade 12 institutions offering formal qualifications and non-formal courses but with capacity to serve the local community's (often non-formal) educational needs. They are comprehensive or multi-purpose. They usually have some degree of open access and remedial courses for those who dropped out of, or did not succeed in the school system. Most of them have at least some higher education qualifications on offer[5].

---

[4]Because in most developed countries there is 12 years of compulsory schooling, Further Education is definitely post-schooling but at a lower level than Higher Education. In South Africa most Further Education is academic in nature and done in secondary schools, not TVET colleges.

[5]Note that countries such as Brazil and Germany do not have a real equivalent to the community college because there most technical and vocational training is done via partnerships between state and employers in a huge range of facilities, and adult education is outsourced to civil society organisations or done via campaign type initiatives.

The international picture of the community college in South African perspective

There are several difficulties in matching the international picture of community colleges, particularly those in the West, with the South African situation. In Western countries Further Education and Training is post-school and post grade 12. There is greater differentiation there between institutions, but also greater overlap since most community colleges include at least the lower levels of higher education in their offerings. There is greater capacity to respond flexibly to local community needs, whether by formal qualifications, short courses or non-formal personal development. Community Colleges in many countries are the end result of a long period of organic growth and community embeddedness, which has resulted in the kind of institution that actively responds to needs of communities and seeks to meet a range of needs felt by members of different communities rather than offering standard options across a country.

There is a move in developing countries, notably the BRIC ones, as they strive towards modern middle income standards, of shifting adult education provision from an original focus on literacy and ABE towards continuing and lifelong learning. Consequent to this move is the need for the more varied institutional forms of governance associated with continuing education in a complex society. This shift is certainly evident in South Africa.

Common factors in the delivery of large, successful community education systems are substantial planning and governance both nationally and regionally by governance structures dedicated solely to these systems, and autonomy from the bureaucracy of schooling. They tend to offer a wide range of programmes using different modes of delivery and devolution of control, and enjoy adequate funding and sound quality assurance. Their functioning thus differs radically from under-resourced, low status adult education systems functioning as a minor part of the schooling system such as ours (DHET 2012b p. 26).

Possible characteristics of a transformed, socially useful Community College system in the South African context might be one where:

- Many different kinds of training can be offered to all sorts of people, and government departments, businesses and NGOs / CBOs can request particular ad hoc or regular training for existing staff, and for potential new entrants;
- People have free access to the internet and resource / information centres where they can learn to use basic and current technology to broaden their learning and discover opportunities;
- People can gather for community activities such as homework clubs (with 'homework helpers' paid a stipend by EPWP) / book and toy libraries / sewing groups / communal vegetable gardens / co-ops or depots where local produce can be sold, or collected for transport to markets, etc;
- People volunteer for a range of services to the community and gain experience (including that necessary for the work integrated learning (WIL) component of diplomas or degrees;
- There may be links with government departments, businesses and NGOs / CBOs for work experience.

In other words, NOT just a place that runs standard classes.

Vignette 1: Community Education Initiative in Pakistan (from Preece, 2009)

In Pakistan, the 2005 employment rate was only just over 30%, with the population in the process of shifting from a strongly traditional subsistence farming system towards more modern ways of living. Targets of the process included the goal of 70% literacy in 2002, with the definition of literacy shifting from the ability to write one's name and count, to the ability to apply literacy skills in contexts of everyday life. In the late 1990s the Bunyad Literacy Community Council started work in 20 districts and 2000 villages with the vision of the empowerment of marginalised groups. By 2005 its head office had its own school, and had become a centre of research, materials development and training in technologies and agriculture. Large enough to host interns, it meets some of its costs through sales of its products, and develops materials on health, civic awareness, human rights among other topics and to supplement literacy materials supplied by the state. Learning is delivered through Community Learning Centres (CLCs), which are established in communities through a process of mobilisation and negotiation, and whose continued operation depends on ongoing surveys of community needs, teacher training, income generation projects, all supported by partnerships with community based organisations and NGOs. A micro credit scheme supports income generation projects, and goods produced are traded amongst CLCs. Each cluster of CLCs is served by its own information and resource base, which facilitates access to information and supports the CLCs. In effect, these resource bases are a one stop shop for meeting community needs, existing within the frame of community learning, and in some cases reaching the ideal of becoming self-sustaining. This kind of flourishing of lifelong learning cannot arise from literacy classes alone – it depends on the provision of resources and learning experiences that bring gains to learners. Once established, CLCs can engage with endemic problems in communities, for example the conversion of exploitative child labour in the contexts of some CLCs to "child work" where children still work but have the rights of going to school and working in reasonable environments.

Obstacles faced in the course of this transformational work include scorn from government departments who do not take non-formal learning seriously, power hungry political groupings wishing to maintain things as they are for their own benefit, and different funders with their own range of agendas. No doubt the organisations experience more failed attempts at change than successful ones; however, with perseverance the critical mass of successful projects grows. The philosophy that sustains these CLCs appears to be akin to Gandhi's approach of bottom up self-reliance, but within the context of a changing world, and with particular attention to education of women because of the particular effect this has on children and families, and thereafter on society.

See an impressive array of current activity on the organisation's website:
http://www.bunyad.org.pk/

Vignette 2: Community Education Initiative in India (from Preece, 2009)

In India where the adult literacy rate was 62% (73% for men and 48% for women) in 2005, the national education policy drew on the definition of education in ancient scriptures as a liberating force against ignorance and oppression, and emphasised humane values, social justice, international co-operation and co-existence in peace. With its unusual stress on critical consciousness, the Indian Education Department associated literacy with independence, awareness of oppressive forces, participation in development, skills development, well-being, environmental awareness, and equality of women. Within this context, Kerala State is regarded as a leading example in terms of education and health. Its policies emphasise health and social concerns rather than skills for income generation, and the system is run through community based Continuing Education Centres (CECs). These centres provide ongoing literacy and school equivalent programmes, an information centre, a library and reading room, a forum for group discussions, vocational skills training, extension offices for the Department of Agriculture, a sports venue, and "Quality of Life Improvement Programmes" and "individual Interest programmes" relating to a range of issues. Responsibility for funding of the CECs is shared between the central Indian government and the Kerala State government. The inspiring philosophy for the whole programme is said to have arisen from more than fifty years of struggles for freedom and independence in the area. Two motivating bodies that have worked towards the achievement of this functional system are KANFED (Kerala Association of Non-formal Education) and Kerala Sastra Sahitya Parishad (http://www.kssp.in/), a voluntary organization that works to popularise science, and make its benefits available to everyone, such as through the distribution of inexpensive insulation cookers.

Both these vignettes demonstrate what is possible when there is true political will, and where literacy is just one of a range of delivered programmes that are attractive and meaningful to the communities within reach of the CLC or CEC. This is in stark contrast to simply a supposedly adult version of the formal education system.

RECOMMENDATIONS:

1. That models for Community Colleges in developed and in developing countries, and the previous reviews commissioned by the DHET, be considered in designing Community Colleges which would benefit South African Communities.
2. The establishment of Community Colleges as a third institutional form alongside Universities and Technical and Vocational (TVET) Colleges to enable general access, in urban and rural areas, to offer effective learning programmes at a range of levels in different fields and modes of learning, affording people in all contexts access to learning opportunities that relate to their life contexts.
3. Policy and practice for community education and training should be founded on the underpinnings of a democratic society which views collective improvement in quality of life as the primary goal of its educational initiatives.

SECTION 2

HISTORICAL, SOCIAL AND POLITICAL BACKGROUND TO THE ESTABLISHMENT OF COMMUNITY COLLEGES

Several historical and social forces have led to the idea of a new institutional form, the "community college", becoming part of political policy post-2010.

The first of these was the rise, since the late 1970s, of the concept of **adult basic education (ABE)** as a human right and a form of redress for the legacy of disadvantage that resulted from apartheid era educational policies.

The second force was **economic**, much of it driven by global rather than national or local developments that, *inter alia*, led to a growing mass of young people who were not in education or training (and often had experienced only inferior and partial education) and who had no hope of employment because of the shortage of jobs in a context of high unemployment, and because they lacked the skills and understanding needed for the few available jobs. Finding any sort of life enhancing occupation for this group, often labelled as "NEETs" (Not in Education, Employment or Training), is a pressing ongoing educational, social, economic and political problem, and one requiring a coordinated response from different role players who can contribute towards opening training or occupational options, or youth service programmes (Cloete, 2009).

Shape of the South African Post-School system: 2014

University
Public 960 000
Private 68 000
21%

Not in Education Employment or Training
3 001 000
59%

College
Public 702 000
Private 79 000
15%

Adult Education
Public 283 000
Private 8 000
5%

Another force, more for stasis than for change, was the **institutional landscape** of the existing education system which was weighted in favour of academic education in schools and that led, through gaining "a matric", into university. An innately elitist system, it paid little attention to the majority of learners who needed a more vocational focus. Since 1994 much has been done to revitalise and expand such a vocational stream in the technical colleges. After 1998 the 152 technical colleges were merged into 50 mega Technical and Vocational Education and Training colleges. They were recapitalised, and then a new secondary level qualification introduced, the National Certificate (Vocational). However, the TVET colleges remained seriously underfunded in comparison with the much larger university sector. For adult education,
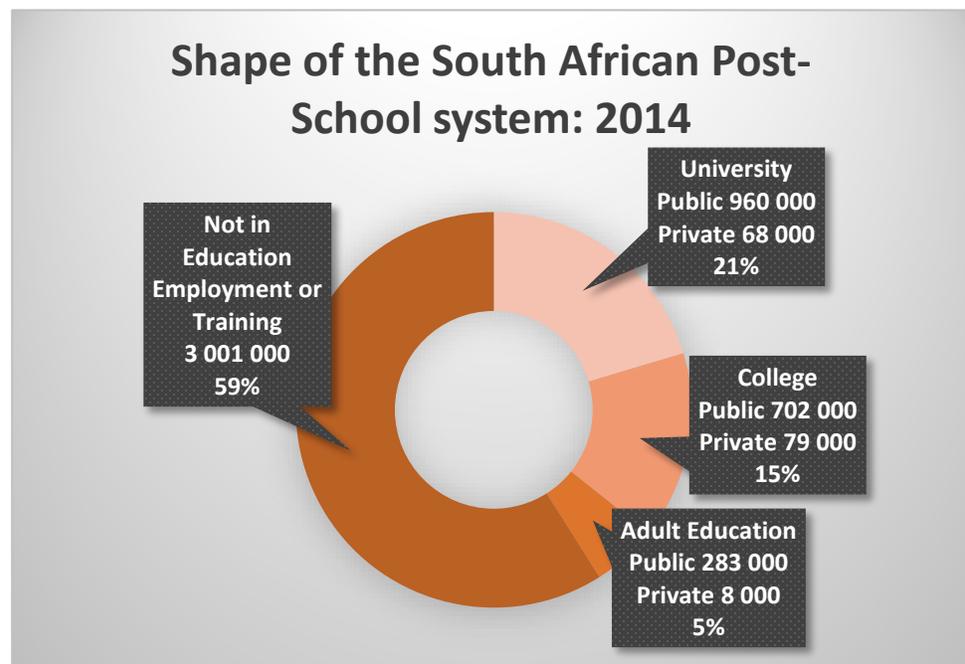
almost all the pre-1994 public adult education centres used school premises after hours, and followed an essentially school-like academic curriculum with very weak outputs.

PUBLIC ADULT LEARNING CENTRES RATHER THAN COMMUNITY COLLEGES IN THE 90S

A policy decision was made in the mid-1990s to retain the system of having adult education classes run as an appendix to the school system – after school hours and largely staffed by school teachers contracted to teach for a few extra hours a week. These state run night schools, called Adult Education Centres or Adult Learning Centres, or most recently, Public Adult Learning Centres (PALCs), have operated in South Africa since 1977, after a period of forced closure in the 1950s by the apartheid state. They were run by 13 of the apartheid era education departments, and subsequently by the nine post-apartheid provincial education departments, until they became the responsibility of the Department of Higher Education in 2015, presumably in order to group all the education of adults under the aegis of DHET. Although the Adult Basic Education and Training Act of 2000 was never actually enforced, the PALCs gained some measure of legal identity from it. Then, with the abolition of the Act in 2013 and in terms of the Further Education and Training College Amendment Act of 2013, they were, by legal fiat on 1 April 2015, nominally merged into nine Community Education and Training College Administrative Centres (CETCACs) (geographically one per province) and remain as substructures of these new bodies. At the beginning of 2015 there were about 3250 PALCs.

Because the Adult Basic Education and Training (ABET) discourse, particularly as driven by the Congress of South Africa Trade Unions (COSATU), dominated all the initial curriculum development in adult education, most effort was concentrated on ABET. Tuition for adult learners[6] trying to get "a matric" continued in most provinces, but it was side lined by the emphasis on ABET, particularly because it was hoped then that ABET would be a panacea for unemployment, poor skills training and hence poverty related problems. Unfortunately, however, the PALC system remained under-resourced and ineffective with poor outputs; participation rates were estimated at 0.2% in 2012 (ETDP SETA 2012). ABET in industry, whether in-house or provided by commercial providers, thrived for a time but gradually diminished under assault of declines in the economy and the existence of millions of unemployed job seekers who had completed Grade 12, or at least a primary education.

In 2005, the then Minister of Education Naledi Pandor stated that there was a need to "turn around the co-ordination framework" for literacy and ABET and make it more responsive. She acknowledged that the ABET system had not succeeded or reached its targets, that ABET had become "utilitarian and narrow" and had "sought to make adults like children" – "we are teaching schooling!" ABET would need to be re-conceptualised (Aitchison, 2005). It took ten years for this re-conceptualisation to take place.

---

[6] In current English usage, "learner" is a term that encompasses all types of people engaged in learning, including students of higher education. The shift of the post school sector to DHET has resulted in increased use of the term "students" to refer to learners at Community Colleges, but in connotation this term excludes those learning at lower levels. In this document we choose to use the more inclusive term "learner" for all those learning at Community Colleges.

THE UPS AND DOWNS OF A VISION OF COMMUNITY COLLEGES

In 1998 a National Committee on Further Education presented recommendations for changing some of the technical colleges into community colleges along the lines of the North American model, and the National Institute for Community Education (NICE) NGO developed coherent and detailed proposals for a system of community colleges. It proposed community colleges with open access, democratic governance, outside partnerships and cooperation, comprehensive curriculum and flexible scheduling and delivery; these colleges would be linked to satellite single- or multi-purpose community learning centres and workers' learning centres (NICE, 1994, 1995, 1996). By 1999, a number of technical colleges were transforming themselves into community and youth colleges, and the national Department of Education (DoE) had identified 30 pilot sites for community colleges. However, Government's Further Education Act of 1998, which, in line with the worldwide trend at the time, led to the merger of technical colleges into urban mega colleges, put an end to this, and the models and proposals from NICE were ignored.

In 2012 a Ministerial Task Team on Community Education and Training Centres report (DHET, 2012b, 2012c) proposed a new institutional set up including Community Colleges as district hubs for Community Learning Centres (CLCs). The *Green Paper* of 2012 and the *White Paper for Post-school Education and Training* of 2013 (DHET, 2012, 2013a) proposed core-funded and well-staffed Community Colleges to run clustered Public Adult Learning Centres (or CLCs), and expand provision by nearly 400%, offering formal and non-formal programmes.

POLICY AND FUNCTION SHIFT

The development of an actual policy document for this new Community College institutional form was very slow, and a policy document was gazetted only in July 2015. This policy document essentially ratified what had already taken place on 1 April of that year when, in the so-called Function Shift, all the Public Adult Learning Centres (PALCs) passed from provincial to national control. At the same time, all the PALCs in each province were reorganised under one Community Education and Training College Administrative Centre (CETCAC). Although they did not yet function as actual entities, a temporary rector was appointed for each of these nine Centres.

The institutional form that these CETCACs with their associated CLCs (CLCs) were to take was outlined in amendments to the Further Education and Training (FET) College Act of 2006 in the Amendment Act, No 1 of 2013 and in the July 2015 policy document. The model used seemed to follow the institutional form of the TVET Colleges – that is of large merged institutions in urban centres with three or four large campuses. Generally, this did not reflect the recommendations of the original Task team of 2012, nor of the *White Paper*, nor did it address the inevitable difficulties of nine, as yet non-functional entities managing and supporting the continuing operations of over 3 250 centres scattered over the breadth of South Africa in a variety of local contexts.

Literature on the post 1994 history of policy developments in adult education and community colleges is summarised in Ministerial Committee reports:

After School, What? Opening wider and more flexible learning pathways for youth. Post-compulsory and post-schooling provision in South Africa. Ministerial Committee Final Report March 2009 (pp. 42-48)

The *Report on the Task Team on Community Education and Training Centres. October 2012* (pp. 16-35, 46-51) as well as the *Summary* (pp. 5-13, 28-31)

Higher Education South Africa's 2012 *Position paper on an expanded post-school education system* [p. 4] and the associated background papers by Cosser and Lolwana (2010)*.*

Ministerial Committee on the review of the funding frameworks of TVET Colleges and CET colleges. Information Report and Appendices (pp. 49-138)

RECOMMENDATION:

That the recommendations of the original Task Team of 2012 and the White Paper be reconsidered, noting the practical difficulties experienced with the NICE CETCAs and the operations of over 3250 CLCs

Section 3

Policy framework for South African Community Colleges: underlying principles and implications

National development policies

The White Paper (DHET 2013a) notes the need for the post-school system to respond to the National Development Plan (NDP) and the New Growth Path, which stress inclusive growth and employment generation in their statement of development strategies and priorities. The country depends on the post school sector especially in relation to the need to expand available skills and knowledge that will be crucial to the goals expressed in these policies.

The New Growth Path follows the Reconstruction and Development Programme of the 1990s, and the AsgiSA programme of the early 2000s. It aims to "target our limited capital and capacity at activities that maximise the creation of decent work opportunities" (Economic Development Department, 2011 p.18), particularly in the areas of:

- infrastructure (e.g. increased electrical generation and railway transport)
- the agricultural value chain (including more support for small scale agricultural initiatives and development related to farm workers);
- the mining value chain;
- the green economy;
- manufacturing sectors, and
- tourism and certain high-level services.

(Economic Development Department, 2011 p.26)

The document notes enduring inequalities and high unemployment rates in South Africa and states (Department of Economic Development, 2011 p.6) that the creation of "decent work" and a reduction in inequality and poverty requires profound transformation in South Africa's systems of employment and economic development. The document sees our government leading this transformation by discovering areas of possible employment creation, formulating policy to facilitate the creation of employment in these areas, mounting a drive to "enhance social equity and competitiveness", mobilising domestic investment, and encouraging growth in employment-creating activities through social dialogue. The potential for economic growth in partnering with China, India and Brazil might increase employment opportunities. Although the New Growth Path Framework document sees accelerating technological development as leading to new kinds of work and job opportunities in biotechnology and nanotechnology (Department of Economic Development, 2011 p. 13), it must be noted that in the main, technological development tends to shift work from people to computers and machines, thus decreasing employment opportunities. To keep a growing population employed we need extremely rapid development in training in both basic and current technology, and a shift from exporting raw materials towards processing our own raw materials.

Innovative strategies mentioned in the *New Growth Path Framework* document include:

- youth brigades engaging in environmental and HIV education, and gaining work experience through internships in private and public sectors;
- enabling small producers to enter supply chains by developing regional clusters;
- a radical review of the training system to address shortfalls in artisanal and technical skills in line with the draft *Human Resource Development Strategy for South Africa*;
- annual targets for state-owned enterprises, with SETAs' agreement on:
    o targets for completed apprenticeships particularly in construction, mining, manufacturing and new industries such as the green economy,
    o general improvement in job skills with 1.2 million workers targeted for certified on-the-job skills improvement programmes annually from 2013,
    o every SETA facilitating and co-financing training for 10% of the workforce annually,
    o improvement in SETA performance,
- a substantial revision of the BBBEE Codes to better incentivise employment creation,
- increased spending on research and development in relation to our technology policy, and an increased number of technicians in this field in line with its rapid evolution
    (Department of Economic Development, 2011)

Integral to the realisation of these possibilities is education and training for young South Africans who are potential learners in the post-school system, especially since what is currently offered is unlikely to facilitate the envisaged progress. DHET aims to enhance the capacity of the Post-School Education and Training (PSET) system, thereby increasing the level of skills development in the population, serving young people and adults who need education and training; and enabling more flexible entry into and progress in learning across a range of learning sites (DHET 2015).

THE INVERTED PYRAMID

A paper produced by Higher Education South Africa in 2011 noted the perseverance of a pattern pointed to as early as 1996, when the National Commission on Higher Education expressed concern about the "inverted pyramid" structure of post-school education in this country. In place of the logical pyramid shaped system of universal attendance at school, a broad post-school education technical and skills training college sector, and a narrower university option, South Africa has a narrow technical and vocational training sector and broader range of options in the much larger university sector.
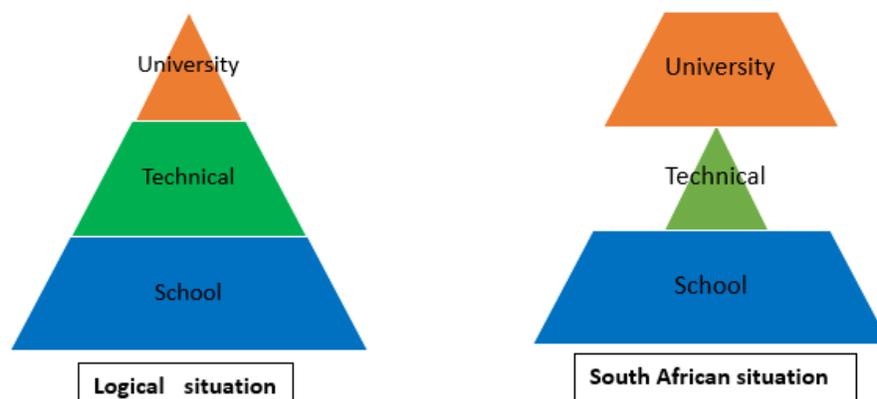
Perhaps as a consequence of systematic denial of privilege in the apartheid era, the association of skills training with the apartheid era Department of Manpower, and the incorporation of teacher training and nursing colleges into universities in the early 2000s, young South Africans tend to see university as the only desirable post school education option, and anything else as unacceptably second rate - hence the vigour of the #FeesmustFall movement. Thus a distorted pattern of supply and demand exists where students compete much more vigorously for limited, expensive places at universities than for vocational post-school skills training. Though gaining a university degree has enormous "cash value" in terms of future earnings, 47.9% of students don't complete their degrees, 24.5% of students 'drop out' of university after their first year and only 14.4% graduate in three years, while 52.1% graduate with their first degrees after an average of seven years (DHET, 2016a). The drop-out and failure rate is significantly higher for African and Coloured students than for other population groups (Cloete 2009).

Currently adult and community education are at the bottom of this distorted post-school institutional pyramid, lower down even than TVET colleges and barely reaching enrolment above a quarter of a million people a year. At the bottom rung of adult and community education, over three million adult literacy learners were at least reached by the Kha Ri Gude adult literacy campaign during its life span between 2008 and 2016.

A PLACE FOR YOUTH

Much ABE provision has assumed that most of its learners would be those who had been left unschooled or undereducated during the apartheid era and would therefore tend to be older adults, since young people would benefit from compulsory primary schooling. However, this assumption did not take into account the dysfunctionality of much of the schooling system, the huge dropout rate from secondary schools, the high failure rate in the Senior Certificate ("Matric") examinations, the growing need to have such a qualification for modern jobs, and the growing international evidence that modern skills training requires participants to be thoroughly literate and numerate.

There is a growing number of the NEETs: in 2014 there were over three million NEETs among youth aged 18 to 24 years. These youth have not taken up opportunities in TVET colleges, whether from lack of eligibility, lack of finance, lack of information, or simply from lack of attraction. TVET colleges currently lack the resources for the exponential expansion needed to accommodate this enormous number of potential learners and, are already struggling because so many of their current students are under-prepared for the programmes they offer.

On the other hand, South Africa is filled with good official intentions, such as the

Unemployment rate by age, 2014

55-64 yrs

45-54 yrs

35-44 yrs

15-24 yrs

25-34 yrs
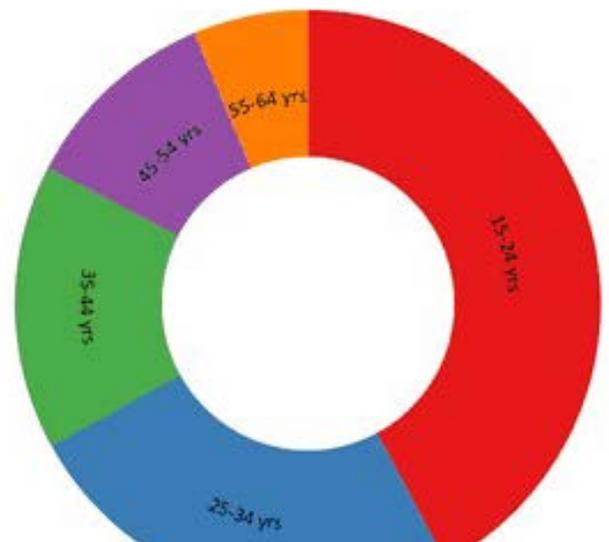
Statistics South Africa 2015

Comprehensive Rural Development Programme, based on proactive participatory community-based planning in 2009, and the Youth Employment Accord of 2013. In this accord representatives of Government, labour unions, business, civic structures and youth organisations committed themselves to work together to expand opportunities for youth employment and empowerment, and in the process to create five million new jobs by 2020. There is apparent commitment to this accord, for instance by the Department for Public Service and Administration, who claim to have absorbed 50 988 people as workers, interns, or apprentices (Ministry of Public Service and Administration, 2016), but it is clear that still, much needs to be done: The Quarterly Labour Force Report released by Statistics South Africa in November 2016 showed growing unemployment, now at 26.7% of adults and 55% of work seekers under 24 - one of the highest unemployment rates in the world. Data from Statistics South Africa illustrate the overrepresentation of young people amongst unemployed South Africans.

Overall we have to recognise that, as noted by Cloete in 2009, and like the limited achievements of the Comprehensive Rural Development Programme in spite of its high aspirations (Rural Development and Land Reform 2009; Parliamentary Monitoring Group: Rural Development and Land reform, 2015) current strategies for reducing the number of young South African 'NEETs' have not been successful.

THE BASIC CASE FOR A NEW INSTITUTIONAL FORM – THE COMMUNITY COLLEGE

There are compelling arguments for a new and dynamic institutional form:

1. There is a continuing need for adult basic education and secondary school equivalence programmes that will meet the needs of both older adults and young people (who have been failed by the existing school system) so that they can gain a worthwhile academic qualification and a solid foundation of literacy and numeracy. The previous PALC system was simply inadequate for this task and had pitifully weak outputs, and the TVET colleges are not equipped for this task.
2. We urgently need to develop better skilled young people, who could more readily gain employment in areas which do not require the high cost of training technology needed in TVET colleges. This area may be primarily in the services sector, and in cooperatives and SMEs. A strategy to realise this needs to be allied to a much better career information, guidance, labour market information and job placement system.
3. There is no current part of the post-school education system that takes seriously the vital role that can be played by non-formal education driven by local community needs, assets and opportunities.
4. If the new Community College system is to have any chance of meeting these needs, its planners need to take seriously the need for flexibility rather than uniformity in the system, and above all, to be attractive to its potential participants. This responsiveness is a factor in sustaining the ongoing interest in and popularity of the North American model of the Community College which is seen by Americans as the natural and desirable place for both youth and older adults to study.
5. Commitment to responsiveness also means that the Community Colleges could be a front runner in the quest for Africanisation of curricula. There is no better way of

achieving this without limiting Africanisation to the study of archaic historical practices than pioneering new content that directly answers the needs of Africans in today's world.

A VISION OF THE COMMUNITY COLLEGE

A vision statement developed in 2014 by the DHET and stakeholders (South African Institute of Distance Education, 2015, pp. 47-48) envisaged that a good policy for community colleges should align with the vision and goals for the country and be developed with full stakeholder participation.

> Since the community colleges should serve communities, each one should be in an accessible location as a central site for widely distributed satellite community learning centres. These satellite community learning centres should be positioned so that all people who would like to benefit from what they offer are able to reach them. The main beneficiaries of this new institution are adults and youth either employed or not in employment, education or training (the NEETs). It should be fully functional with teachers teaching, and should be interactive and responsive to the needs of the target group. Ideally, a community college should be linked to the community. It should be well administered and governed, and should be a sophisticated learning centre providing a wide range of services to a diverse target group. It should be a "one stop shop" providing access to meaningful, useful programmes and courses. These may be national or local (responsive to community needs); formal, non-formal or informal. These may include but not be limited to school equivalency programmes; foundational programmes for university; facilities for Independent study; vocational skills; apprenticeships with SETAs; skills programmes - such as plumbing, cooking, hairdressing; livelihoods related programme; skills for self- employment like gardening, maintenance, small scale manufacturing, crafts; IT literacy skills; community health; parenting and childcare; care for the aged; care for those living with HIV and AIDS and other diseases; citizenship education; bridging courses; and general academic literacy courses. For learners to succeed, the community college should have programmes that are supported by good quality learning materials, so resource-based learning approaches should be used.

> Community college programmes should wherever possible articulate with further education and employment opportunities as well as retrospective articulation with schooling. This gives learners wide opportunities to follow learning pathways of their choice. To operate effectively, a community college should have a variety of partners sponsoring various projects including Learners doing apprenticeships with SETAs.

> … It should have good, qualified, knowledgeable teachers teaching and should engage community members as teachers as a way of integrating the college with the community. To enhance accessibility by a wide variety of learners, the college should open during week days as well as during weekends, from morning till night (10 pm).

> Community colleges are conceptualised as a decentralised, network of learning centres which are in easy access of all communities. They need to be well-resourced with stress on access to modern state of the art information technology, have good physical infrastructure including computers and ubiquitous free Wi-Fi, accessible, supportive, responsive spaces. They should be lively noisy places with some quiet areas for independent study and many spaces for group work, and there should good signage.

> In terms of quality, community colleges should have high standards and should be attractive to people of all races, languages, age and skills. They should be vibrant, engaging, enabling, happy centres and spaces with many young people around working on their own and in groups.

This statement is important, however idealistic it is and unrealistic in terms of immediate implementation, because it provides a benchmark against which both policy and its implementation can be judged.

Students whose disabilities hindered their access to schools or other learning institutions will be part of the student population. Section 6.3 of the White Paper concerns a policy framework on disability, stressing the need for access to post-school education and training for people with disabilities, and cooperation among different sectors concerned with disability to ensure an enabling and empowering environment for people with disabilities.

The 2015 *National policy on Community Education and Training Colleges (*DHET, 2015a) finalised in May 2015 and gazetted in July 2015 states that Community Colleges should:

- be located physically within a local community (and therefore easy to access by youth and adults) and orientated towards the community (including NMGOs, CBOs, local government and the local economy and labour markets (2.1 and 2.2). However, a "community" may be a non-geographical "community of interest" (8.2);
- target include undereducated adults and adults and young people who are outside the formal economy and workplaces (3.5);
- be based on the recognition that universities and TVET colleges are not designed to do this provision and that many potential learners are not qualified to enter them (3.8, 3.9);
- be "multi-campus institutions which cluster PALCs. They will be expanded by adding other campuses where necessitated by their enrolments and programmes." (3.12);
- be able to enter into partnerships with local government and community-owned or private institutions (3.12; 4.1 d);
- respond to the need for formal (academic) qualifications and for diverse programme offerings that link to gaining labour market related skills (3:17). They will provide "good quality formal and non-formal education and training programmes" and "vocational training that prepares people for participation in both the formal and informal economy"(4.1 b and c);
- offer flexible pathways, with less rigidity in offerings and a focus on quality (3.18);
- build on the current offerings of the PALCs (3.22);
- form a diverse set of institutions, with flexible programme "offerings that are appropriate to their particular communities" including those "driven by the community developmental priorities" (3.22; 15.1);
- include local community participation in governance (4.1 f).
- work in collaboration and articulation with other sections of the post-school system (4.1 g).

Then Section 6.1 declares that **the policy will provide a framework to guide the function shift** from the Provincial Education Departments to the Department of Higher Education and Training. It also acknowledges that a new Community Education and Training College Administrative Centre (CETCAC), has been established in each province, which "are meant to play an administrative role for the management and governance of the renamed PALCs" (9.2).

Then pilot district-based Community Colleges will be established in each province, **subject to resources being available** (9.5; 9.6).

Sections 11 to 14 describe the governance, staffing and funding of the colleges in terms of various sections of the Continuing Education and Training Act of 2006 (as amended in 2013). These regulations are very similar to those for TVET colleges.

Programmes are to adopt "a holistic approach to education ... in order to offer learning options in which both soft and hard skills are developed within an integrated development framework that seeks to improve livelihoods, promote inclusion into the world of work and that supports community and individual needs." (15.3) A list of a wide range of possible programme areas is provided (15.5) and non-formal programmes can also be offered on a 'needs' basis aligned to local contexts (15.6).

Infrastructure will be provided by the DHET "in order to foster their distinct institutional identity" (16.1) but in the interim "the existing infrastructure of schools, TVET Colleges and faith-based organisations" can be used (16.2-4).

Finally, the policy document promises "a comprehensive implementation plan" (19.2).

In October 2016 *The National policy for the monitoring and evaluation of Community Education and Training Colleges* (including private colleges) was gazetted (DHET, 2016b). Much of its contents duplicate the original National Policy but it provides more details on the inadequacies of the past provision via the PALCs. It notes that it is "imperative to monitor and evaluate the degree of success achieved by the new community colleges in addressing challenges of poor management of teaching and learning, poor quality of provision, lack of diversity of programme offering and poor focus on community development needs."(2 q).

This 2016 document highlights that Community colleges "will have to link directly with the work of public programmes" such as the Expanded Public Works Programme, Community Works Programmes, Community Development Workers, Community Health Workers, SETAs, the Department of Trade and Industry, and the Construction Industry Development Board.

The Community college system is to expand access to one million students, that is, by 300% by 2030 (8.1.2 a). The Community College as a hub of community orientated services (8.1.8 a): An ideal CET college must be a confluence of community support services such as dealing with enquiries relating to student financial aid, applications for identity documents, applications for and training for driver's license, career development services, the use of internet facilities, access to TVET Colleges, universities and SETAs, access to different government services, etc. It is the expectation that a CET college must meet these community needs, in addition to training and development, which is its primary mandate.

Key texts relevant to the current Community College policy are:

The *Report of the Task Team on Community Education and Training Centres. October 2012* (pp. 69-97) as well as the *Summary* (pp. 33-50)

South African Institute of Distance Education. 2015. *Design Evaluation of Draft Policy on Community Colleges*. Pretoria: Department of Higher Education and Training and Department of Performance Monitoring and Evaluation

National policy on Community Education and Training Colleges. April 2015 (July 2015)

National policy for the monitoring and evaluation of Community education and training colleges. October 2016

RECOMMENDATIONS:

1. That in addressing the youth unemployment crisis SA is facing, the severe limitations in success of current programmes be noted.
2. That the key texts relevant to the current Community College policies be noted.
3. It must be noted that in the main, technological development tends to shift work from people to computers and machines, thus decreasing employment opportunities. To keep a growing population employed extremely rapid development in training in both basic and current technology are required.

SECTION 4

FACTORS THAT FACILITATE OR HINDER THE ESTABLISHMENT OF COMMUNITY COLLEGES

Currently influential forces, including existing legislation, and traditions that may shape the establishment and operation of Community Colleges is presented in the form of an exploration of the strengths, weaknesses, opportunities, and threats pertinent to the establishment of Community Colleges in South Africa.

STRENGTHS

STRENGTHS OF VISION, PLANNING AND INSTITUTION BUILDING

South Africa has a pool of established expertise that was evident in the building of adult education capacity, especially in units of adult education at universities, in the development of the Community College vision of the National Institute for Community Education (NICE), and in pilots of community college type institutions. More recently it is seen in contributions by academics and educational activists in the Ministerial and Departmental Task teams dealing with adult education and community colleges. This expertise has been used effectively by government education departments in conceptual stages of policy and planning but less effectively in implementation and monitoring stages. Unfortunately this expertise and experience is diminishing because of the steady decline of the university and NGO adult education base.

STRENGTHS OF EMANCIPATORY NON-FORMAL EDUCATION

In the apartheid years South Africans working against the regime established a tradition of emancipatory community education that is still extant in some forms of community education (DHET 2012c).

THE STRENGTH OF STASIS

Ironically, stasis and resistance to change is also a strength in situations where resources are limited and external management has not led to positive development. The **institutional form of the night school/adult learning centre/PALC/CLC** has proved remarkably resilient. It has survived closure and resuscitation by the apartheid regime, erratic and inadequate funding post-1994, untrained teachers, impositions of unworkable Outcomes-Based Education curricula, lack of materials, the scorn of academic critics, less than optimal management, and an awkward function shift from provincial to national control. The very robustness of adult classes, held after hours in school buildings, is partly due to the system being local, administratively simple to run, and what it offers, however meagre, being clear and understandable. The PALCs are still there and still running.

The weaknesses that stand out relate particularly to the two situational demands of:

- keeping the existing PALCs running and improving the quality of their output; and
- building a totally new institutional form, the Community College, from scratch.

LACK OF AN INTERIM PLAN TO MAINTAIN, SUPPORT, RESOURCE AND IMPROVE COMMUNITY LEARNING CENTRES

There seems to have been a lack of a comprehensive implementation plan[7] to manage, support and improve the previous PALCs through regular visiting and inspecting. Ostensibly these CLCs would be managed from the DHET's new regional offices until the CETCACs were up and running. The inadequacy of this is highlighted by the fact that three provinces (Free State, Northern Cape and Mpumalanga) do not have regional offices, and procurement reportedly having to be outsourced to a TVET college in each of the nine provinces.

The weakness of the community college legislation is that though by fiat it dissolved and merged the PALCs into a single Community College in each province, this happened before the establishment of provincial administrative offices. Thus there was no provision for ongoing coordination, networking and support in the absence of these college centres. This meant that in the interim, CLCs would get even less support than they did under provincial control when there was at least a provincial Adult Education Directorate and an adult education official at many of the district offices.

WEAKNESSES IN UNDERSTANDING THE CONCEPT OF THE COMMUNITY COLLEGE AS ORGANICALLY GROWN SUPPORT HUB OF A NETWORK OF COMMUNITY LEARNING CENTRES

The legislation for the "new institutional form" of community colleges appears to be modelled on the current TVET College model of a large campus (or set of merged campuses in close proximity to one another) with all the traditional accoutrements of a traditional college – council, management, lecturers, administration, student representative council, and a formal, conventional and predictable curriculum.

This was not the option recommended by the DHET Task Team (DHET, 2012c, p. 21) for diversified CLCs which would involve the incorporation and upgrading of the PALCs and skills training centres in different localities according to a set of minimum criteria. The "Community College" as such would be a major site with superior facilities (and might well be a previous TVET college campus) and would serve as a support hub for the various CLCs and their satellites in the district or municipality. The difference is that this conception took the continued existence of the PALCs seriously, as it did existing NGO and faith-based organisations, and community education bases that could be incorporated, and saw them all as being networked, better resourced and coordinated at a district level. Community colleges in the North American central campus sense can be expected to develop only over time and in an organic manner.

---

[7] By comparison the *Kha Ri Gude* literacy campaign that started in 2008 had a detailed implementation plan that enabled it to reach over 350 000 people in its first year of operation and about 700 000 in its second, with a high output success rate.

In comparison with the networked model suggested by the 2012 Task Team, the TVET type model is likely to be inordinately expensive to implement in every district of the country.

WEAKNESSES IN CONCEPTUALISING THE DIMENSIONS OF INSTITUTION BUILDING AND THE RESOURCES REQUIRED
Building a new college, especially one that is a new form of institution planned to be flexible, locally responsive and community driven, is a mammoth task. Across the world, government planners and conventional education bureaucracies are known to be less likely to design entirely new systems than to maintain existing systems; they are unlikely to engage in the task of bold new systems design and implementation. This is a venture more likely undertaken by educational and organisational entrepreneurs in NGOs, faith based agencies and the private sector, since these are more inclined to try new ideas and take risks, and often have the drive and passion needed to ensure that these new ideas have the best chance of success.

WEAKNESSES IN RELATION TO STAFFING
Staffing of PALCs has always been problematic, with most staff employed on contracts of less than a year without benefits. Originally most educators[8] were serving school teachers doing a bit of extra tuition, but over time there was pressure to bar these educators from what was popularly referred to as "double parking". Because of the inferior nature of the contracts, there was a natural tendency for those educators who did have qualifications, and for whom this was primary employment, to leave as soon as they could for a proper post in schooling where they would be employed full time with benefits. The other tendency was for ABET level classes to be taught by people without the three or four-year qualifications that would enable them to get a school teaching post - some had only a one-year Higher Certificate in ABET, which did not equip them with teaching strategies for any subject, and others were untrained and unemployed youth who had Grade 12 but had no teaching training whatsoever.

It must be acknowledged too that a contributory factor to low levels of learner achievement is poor conceptual and content knowledge on the part of teachers (DoE 2006a). Even teachers with degrees and diplomas may not have the understanding and skill needed to be effective teachers; students starting initial teacher training qualifications frequently have low levels of competence in language and numeracy and may pass their final examinations without having developed a sound understanding of the content of the subjects they are qualified to teach (DoE 2005). While some such underprepared educators may have a natural gift for teaching and enough curiosity to deepen their understanding independently, many simply default on to what they remember of their own often inadequate early schooling experiences to inform their practice.

All this leads to an ongoing crisis in staffing that can only be solved by having long term contracts with benefits for fully qualified educators (even if they teach only in the afternoons

---

[8] "Educator" is a term that encompasses a range of people engaged in enabling others to learn. "Teacher" denotes educators of basic education, and "lecturer", educators in higher institutions of learning. The shift of the post school sector to DHET has resulted in increased use of the term "lecturer" to refer to educators at Community Colleges. In this document we have used the terms according to their connotations, preferring "educator" where an inclusive term is needed.

or evenings) – which requires money and more educator training capacity at universities. Thanks to the current DHET Teaching and Learning Development Capacity Improvement Programme, some universities will soon be offering qualifications from NQF Level 7 onwards for adult and community educators, which should equip them adequately as educators. This means that from 2019 there could be well trained educators looking to take up employment in Community Colleges or similar institutions.

Another weakness in staffing to be felt in time is a lack of senior staff who have the adult and non-formal education experience, and team building and educational entrepreneurial capacity needed to lead the proposed Community Colleges, especially if they are to be really different from PALCs and schools in their responsiveness to community needs and flexibility.

INCOMPLETE AND INACCURATE DATA

"The poverty of data is a good reflection of the status of the ABET sector" (ETDP SETA 2012 p. 10). Only 1761 out of 3150 PALCs responded to the Annual Survey questions sent to them in 2013 (DHET 2015), so data on these centres is very limited. In addition, there is no national register of providers and many do not appear on Umalusi's register for ABET 4 / NQF level 1 examinations because they do not offer tuition beyond ABET level 3 (Blom 2011). Therefore beyond the PALCs, for which limited data, sometimes of questionable validity, is available from the state system, not much is known about existing adult education initiatives or the extent to which they are attractive or effective. We do know that there are private initiatives who offer education up to ABET level 3, or offer training in particular learning areas, without aiming to offer a full qualification (Blom, 2011), but data on these is imprecise.

LACK OF IMAGINATION IN RELATION TO OFFERINGS

Thus far, offerings in adult learning centres have been standardised and limited, with very few learning centres offering more than ABET Levels 1 – 4[9] in the core subjects, second chance Grade 12, and, at a very few learning centres, some skills training. While these offerings may well be what people approaching learning centres most often ask for, they constitute only a very narrow sample of possible options. At PALCs these options and their low uptake translated into only 1.8 - 2 million learning opportunities (DHET 2012c), with the Annual Survey reflecting only 257 823 learners registered in 2013[10] (about 40 000 less than in 2011) (DHET 2015). This figure is not an accurate reflection since it is based on the responses of only 1761 out of 3150 PALCs in the country (DHET 2015), but even taking this into account, it is a scale of provision far too low for the 1 million students envisaged for the new Community College system. Another drawback with these offerings has been the lack of flexibility in modes of delivery and options for learners, which may have been a contributory factor to what was described in the 2012 Task Team report as "a pitifully inadequate output".

Given the top down bureaucratic model of night schools and PALCs, it is not surprising that offerings have thus far been limited and rigid.

---

[9] ABET level 4 = NQF level 1
[10] In addition to this figure 8316 learners were registered in private AET centres (DHET 2015).

OPPORTUNITIES

MATERIALS DEVELOPMENT MODELS AND CAPACITY EXIST

The rapid development of study materials that were cheaply mass produced in the Kha Ri Gude campaign and the DoE's Grades 1 to 9 Workbook project in all languages shows what can be done quickly and effectively. Using these models, materials for the most popular formal courses at CLCs could be produced within a year. Currently there is a severe lack of materials designed for adult learners.

The speed of technological development in online resources with the increasing ubiquity of smart phones, even among families with very limited resources, presents a real opportunity for innovative modes of learning and delivery of learning resources. New options continue to become available for all forms of learning in both formal and non-formal courses as well as for independent learners. Community Colleges could capitalise on this opportunity if they are designed, developed and publicised as WiFi hot spots offering free access to information and learning opportunities of all kinds.

The success of the Kha Ri Gude campaign in recruiting large numbers of learners (ETDP SETA 2012) in spite of the stigma noted under Threats (below) indicates that there are large numbers of potential learners who would be likely to attend Community Colleges.

TRAINING OF ADULT AND COMMUNITY EDUCATORS

DHET's current Teaching and Learning Development Capacity Improvement Programme, funded by the European Union is a serious investment in support to universities who intend to develop and offer effective training to adult and community educators. The extent of the success of this initiative will depend entirely on the extent of employment opportunities available to graduates. The project presents a substantial opportunity to employ well trained adult and community educators in the Community Colleges, and address the "enormous" need for training (ETDP SETA 2012 p. 41).

NON-STATE SECTOR FACILITIES

Partnerships with non-state institutions that are already proto-community colleges, such as the Catholic Institute for Education's Thabiso Skills Institute in Gauteng, as well as many small vigorous organisations such as Dlalanathi in Swayimane in KwaZulu-Natal's uMshwathi district, The Family Literacy Project in the Southern Drakensberg, and the Midlands Community College in Nottingham Road, could be up and running in a fraction of the time and cost of setting up new pilot colleges.

MORE VARIED LEARNING OPPORTUNITIES

The initiation of the new Community College model presents an immediate opportunity to offer more varied learning opportunities that are essentially responsive to the needs of particular communities and interest groups. This provides an opportunity for Community Colleges to make a contribution to the called for Africanisation of the Curriculum.

The current emphasis on Africanisation of the curriculum presents an opportunity to offer programmes on African (or other) cultural practices such as initiation into manhood and circumcision, memulo, ukuthwala, birth and death rituals and so on. It is possible that educational events or courses relating to these practices would increase the popularity of CLCs among the target group, and an informed citizenry would be better able to appreciate the value, implications and consequences of these practices if they had opportunities to study and discuss them.

THREATS

The main threats relate to funding, the lack of which would make the aspirational target given in the *White Paper* (2013a, p. 23) of having one million students in the Community college system by 2030 a disappearing mirage.

THE EXISTING ADULT AND COMMUNITY EDUCATION BUDGET IS ALREADY INADEQUATE

The existing budget (roughly R1.7 billion) is running a system that has long been ineffective, poorly resourced and of very low quality. To upgrade it would take a bigger budget, even taking into account the savings on no longer running provincial AET directorates. If that already inadequate budget is stretched to cover **new** CETCACs, fund pilots of **new** real Community Colleges, and set up actual Community Colleges in all districts, the budget will be quickly depleted and provision in the CLCs will be weaker than it was in the PALC system.

CONFLICTS OF INTERESTS AND CULTURE

A real existing hazard is that habituation of government officials to the very limited and rigid offerings of PALCs could stunt the perceptions of planners and implementers of the new Community College system, and prevent them from breaking out of the PALC mould and beginning to realise the potential of Community Colleges for our country.

Also, particularly in rural areas, factors that could hinder the functioning of rural CLCs include:

- conflict or tension between local traditions and expectations, and the new emphasis on learner centeredness, critical thinking and empowerment, especially of women;
- assumptions of common purpose and shared goals where in fact there are conflicting interests among members of the community.

Below is a dated but possibly still relevant example of the fallout of this kind of conflict:

Experience from a village education project in the Maputaland area of KZN … The project began in 1989 … was managed by a democratic development committee as part of a donor funded community development programme…[with] expertise from universities and NGOs … It included:

· A resources centre with books, videos, magazines and newspapers
· Four full-time personnel
· A school support programme
· An 'out-of-school' matriculation programme (in partnership with SACHED)
· A literacy programme
· A recreational (films, discos) and sports programme.

The education programme worked closely with work and skills development projects in agriculture, aquaculture, horticulture, heath care and social welfare, the development of village infrastructure and skills training and production units. Over five years, this integrated community development programme developed a strong support base but was unable to win the support of the traditional authorities. This led to the closure of the whole project, including the education programme.   (DoE 2005a p. 16)

UNIVERSITIES MIGHT USE UP FUNDS FOR EDUCATION

Some fear that the lobbying power of university students will suck up all resources for post-school education to the neglect of the TVET colleges and the Community Colleges/ CLCs. The #FeesmustFall movement has been an astonishing success, garnering an extra R16 billion for university fee subsidisation in 2017 – 800% more than the entire adult education budget for the year. University students whose family income is less that R600 000 a year will get free tuition and the #FeesmustFall movement is still pressing for no fees to be charged even for more well resourced families. Given that about 70% of South African households have an income of less than R72 000 a year this is an astounding demand for subsidisation from a relatively rich and already educationally advantaged elite.

WESTERN COLLEGE MODELS NEED ADAPTATION

It makes sense to explore models of the most functional educational institutions in the world as we plan ours. However, these models will need adaptation to be applicable to the context of this country (Hoppers, 2001) because of the high number of potential learners in South African with unusually low levels of education.

PUBLIC ATTITUDE

In the context of post-apartheid hypersensitivity towards the quality of education offered to different groups, a definite hindering factor for Community Colleges is one of attitude. A very low proportion of people (particularly youth) with less than complete primary education attended classes in the PALCs (ETDP SETA 2012), indicating that they were not generally seen as an attractive option. In fact, learners at a PALC in Pietermaritzburg confided to the writer that they are ashamed to be attending a PALC, and choose to pay for transport to a PALC some distance from their homes where they hope not be recognised.

In the post school sector, there is certainly a sense of hierarchy with research led universities topping the pile, and being seen by staff, students and the outside community as superior to comprehensive universities, which are in turn seen as superior to universities of technology. Another substantial step down in the pecking order are TVET colleges, with

university staff unwilling to accept lecturers at these colleges as peers (Cloete, 2009), and school leavers seeing them as a far less acceptable option than any university. No doubt the fact that TVET colleges are compelled to accept all applicants who meet the basic admittance criteria is a contributory factor to this negativity. This is unquestionably a factor that will be salient to Community Colleges, and one that will endure if Community Colleges fail to build a reputation of an entirely new institution, with strong customer satisfaction in terms of both formal and non-formal learning. Without this, Community Colleges will inevitably be seen as hopelessly at the undesirable end of this hierarchy.

RECOMMENDATION:

That the strengths, weaknesses, opportunities and threats described in this report may hinder or facilitate the establishment of Community Colleges, and should be noted and considered in the design of the ideal Community College structure.

SECTION 5

MODELS OF GOVERNANCE, LEADERSHIP AND MANAGEMENT

Governance has to do with both building institutional capacity and with system administration. Lines of authority and accountability within and between institutions, and between institutions and state departments depend on governance structures. Governance works best with local representation in such structures, and should ensure that institutions meet both local and national goals. With good governance, working relationships are functional and communication with internal and external constituencies flows, facilitating institutional responsiveness to local contexts (Lolwana, 2009).

GOVERNANCE STRUCTURES

COUNCILS

Section 11 of the *National Policy on Community Colleges* states that Community Education and Training Colleges (CETCs) will be governed by "a Council constituted in terms of section 10 of the Continuing Education and Training Act, 2006" (DHET 2015a p.12). The Act requires that CETCs must have a student representative council also appointed in accordance with this Act, and, if the Minister deems it necessary for the diversity of qualifications, an Academic Board (DHET 2015a; FET Amendment Act 2013). Where colleges are run in partnerships with other organisations it would be logical for these organisations to be represented on the council and academic board (Catholic Institute of Education 2014). Also, local concerns and training needs could be well served if local government was represented on Community College councils. With respect to management, the National Policy requires that a principal and vice-principal of a Community Education and Training College (meaning the Community Education and Training College Administrative Centre (CETCAC)) shall be appointed by the Minister (DHET 2015a p.12 - 13). The National Policy enumerates the functions of the management, under the principal, as:

a) developing and implementing the overall strategic direction of the college;
b) finance and corporate services;
c) institutional development and support;
d) education, training and skills development;
e) examinations and assessment; and
f) partnerships and. community development programmes.
(DHET 2015a p.13)

The 2012 Ministerial Task Team on Community Education and Training Centres proposed that CLCs should have governing bodies with "strong community, local government, educational and local business representation ... [and] from the Colleges in their area", and that there should be responsibility for them at regional, provincial and national levels.

An area of predictable difficulty with the governance of the envisaged Community Colleges is going to be finding clarity about the respective roles and responsibilities of DHET officials, appointed management, the governing body, and college councils. If the need to be

responsive to local contexts is given precedence, so that Community Colleges and their satellite learning centres adopt a "community-driven approach that represents the ideas, needs and wants of members of the community" (DHET, 2012c p. 38), a very different approach to governance will be needed from that used until now in the adult education sector. Governance structures will need to represent the networks of relationships existing within communities rather than one representing state organisation. This means that all the key stakeholders and role players in a community should have a say in how the Community College system and separate learning centres should function, what programmes should be offered, and how, according to the needs in each community.

Stakeholders may include

DHET
Municipality
NSF
CBOs
NGOs
TVET colleges
Donors
Traditional leaders
Local industries
Community members

This implies a radically different way of operating from that used in PALCs and schools. The difference from our usual top down governance is so great that it is difficult to imagine South African state officials and community members understanding how a different model could function and participating effectively in it. This is so even if they are chosen for their capacity and experience and given training and support in the functioning of this system as recommended by the 2012 DHET Task Team. A possible way to introduce a novel system, or some features of it, may be to offer governing bodies a number of options from which they should choose, and require them to suggest at least one learning area that would be attractive and useful to members of their community particularly.

DISTRICT EDUCATION FORUMS

These provide a link between state education departments, educational institutions and the general public. They can be used as a meeting point and means to coordinate development of different educational institutions in a district as well as harmonising development with Integrated Development Plans (IDPs) and the needs of community groups or commercial enterprises that have any interest in the educational provision and operations in their area.

REQUIREMENTS FOR STAFFING

In accordance with the *White Paper* (DHET 2013a), the *Policy on Minimum Requirements for Programmes Leading to Qualifications for Educators and Lecturers in Adult and Community Education and Training* was developed and gazetted in March 2015. Most universities in the country have signalled their intention to offer one or more of the qualifications described in the policy, and some of them are receiving support and funding from DHET for the development of the Advanced Diploma in Adult and Community Education and Training.

COORDINATION OF SKILLS TRAINING WITH DEMAND

The White Paper (DHET 2013a, p. 58) suggests that the role of SETAs or their future equivalents may be narrowed to establishing skills training data, skills gaps and needs of stakeholders in the workplace, liaising with providers to ensure that stakeholders are linked to providers of relevant programmes with the capacity to deliver effective programmes, and to ensure that workplace learning and formal qualifications are complementary. Linked to this, the White Paper proposed a national process and mechanism for skills analysis and planning to work within the Human Resources Development Plan with information from different employment sectors to keep track of skills that are present in the workplace, and the nature of skills gaps. DHET (2015) reports that this is taking shape and proposes that the unit, now called the Centralised Skills Planning CSP Intelligence Unit be located in DHET. The suggestion is that this unit will put more emphasis on the demand aspect in planning skills development and ensure more coordination amongst government departments.

COORDINATION WITH OTHER POST-SCHOOL INSTITUTIONS

With regard to intra-institution management, where one institution houses both a school and a CLC, the current policy is to have separate governing bodies for the school and the adult centre, but having one body responsible for both may make dealing with conflicting demands and responsibilities easier (DoE 2005a).

HESA (2011), Cloete (2009), and Lolwana (2009) recommend that cooperation between institutions should be incentivised or supported with earmarked funding, and Lolwana notes that in the United Kingdom partnerships were developed once the government provided incentives for them. However different governance systems with different levels of autonomy and loci of control between Higher Education institutions and TVET colleges make coordination between these institutions difficult (Cloete, 2009); the same is likely to go for coordination between Community Colleges and other institutions in the post-school sector.

Nevertheless, it might be worth considering "regionally based sub-systems or 'federations' that could facilitate cooperation among institutions from different sectors for a variety of activities and issues. These could include the franchising of university programmes (e.g. certificate programmes at NQF level 5), the offering of access or bridging (foundation) programmes, co-teaching and assessment of HE programmes in colleges, the development of articulation pathways, the building of capacity, collaborative research, and common links to communities, businesses and industries. Such strategic partnerships can also be used for planning in order to meet particular regional needs (HESA 2011 p 7).

An understanding among South Africans involved in the post-school sector of how different post-school institutions could work together is a necessary precursor to navigating coordination in the sphere of governance and functioning, and this is would need lengthy public debate. The potential value in this debate may be key to shifting the debilitating perception of so many South Africans that anything other than university is a poor option.

This perception may be an unintended consequence of the closure of a number of teacher training colleges and non-viable university campuses, and the incorporation into universities of effective post school institutions during university restructuring. It probably also relates to the failure of the TVET colleges to achieve the outputs or attract the students envisaged

in the original plans for them (Cloete, 2009), as well as the lack of clarity surrounding the phasing out or continuation of the NATED courses at FET (now TVET) colleges; colleges were informed that these courses were to be phased out by 2012 (Cloete, 2009), but they are now reinstated.

Barriers to the establishment of constructive coordination between TVET Colleges, Community Colleges and Higher Education Institutions include:

- Negative perceptions of the professional status of TVET lecturers by academics at universities;
- Differing missions, institutional characteristics, and institutional cultures, identities, and practices;
- Fundamental differences in curriculum;
- Structural and financial barriers.

Where collaboration is deemed desirable, effective implementation would need to be preceded by the establishment of formal agreements of cooperation, and the benefits would need to be clear to all concerned.

Cloete (2009) suggested that professional learning councils in selected fields would be a necessary condition for South Africa to follow the example of countries where some credit transfer is possible between different types of institutions in the post-school sector. Another suggestion in this document was for university staff to do some teaching at TVET colleges. In the climate of decreased funding and increased pressure on university academics, this would be accepted only if there was an attached guarantee that it would lessen workloads of over-pressured academics. This might not be impossible, with careful allocation of functions and, particularly, use of senior students in appropriate functions, especially if they could perform these functions to fulfil their Workplace Integrated Learning requirements.

In a study on adult learning centres conducted for Umalusi, Rule et al. (2016) found efficacy to be associated with the following elements of governance:

- Leaders who have a definite idea of the vision and aims of the learning centre, and communicate this idea clearly to others;
- Planning that is realistic and achievable, developed collectively, communicated well, and monitored so that obstacles are addressed;
- Monitoring by the manager of everyday functioning, including teaching and learning within classrooms, with problems addressed as they arise;
- Effective systems of record keeping and use of records;
- Good communication and cooperation with the host institution;
- A culture of evaluation and reflection, so that performance is critically considered and there is awareness of where improvements are needed;
- Effective governance structures that might take different forms, but that support management and the pursuance of the vision and aims of the centre;
- Encouragement, support and accommodation of staff development;
- Good relationships with local institutions and organisations;
- Strong internal cooperation in relation to activities and responsibilities.

SECTION 6

STAFFING OF COMMUNITY COLLEGES

POLICY

The *Draft Policy on Staffing Norms for Community Education and Training Colleges* (DHET 2016d) notes that educators at Community Colleges will be paid in accordance with allocations for Full Time Enrolments (FTEs), and that contracts should accommodate part-time, fixed term contracts and permanent posts (Section 4 point 16). Full time posts are not mentioned. The policy states that staffing arrangements must comply with the White Paper (DHET 2013a) in terms of providing for:

- Access, flexibility, differentiation and expansion of learning opportunities;
- Programme offerings appropriate to particular learning centres, including the optimal timing of learning sessions.

The DHET Task Team of 2012 recommended that staff employed at adult learning centres / CETCs for both formal and non-formal programmes should preferably be drawn from local communities, so that it becomes a place of local employment (DHET 2012c).

CATEGORIES OF EDUCATORS

The Task Team also noted (DHET 2012c) that there were three categories of educators in the state system of adult education in 2012:

1. Active, trained school teachers who work some hours of overtime in PALCs, who have some subject specialisation
2. Volunteers in the Kha Ri Gude literacy campaign, most of whom had a certificate in ABET at NQF level 5, but no subject specialisaton
3. Holders of AET learnerships from the ETDP SETA, also with no subject specialisation.

Another category of educators at PALCs, still employed at the start of 2017 are 'Unprotected Temporary Educators' (ETDP SETA 2012, and personal communication, M. Shabane, deputy principal at Maqongqo Primary School, 11 January 2017). These are young unemployed people who have passed Grade 12 and have no further training. Employing them in PALCs provides gainful employment for a few of South Africa's vast army of the "NEETs", but the practice is unfair to both them and the learners they attempt to teach, since, with no training at all in how to teach or the needs of adult learners, they can only default onto the ways they were taught at school, thus offering adult learners basic education modelled on dimly recalled infant education that may not have been a good learning experience.

For Community Colleges to be a significant improvement on the PALCs with their perceived mediocrity, a needed change is for Community College educators to have work contracts of at least two years, and be paid salaries as opposed to being paid on a claims system. Where Colleges are open for normal working hours, as opposed to a few hours in the evenings, their contracts should be full time.

Matching this, and echoing the call for improved quality of teacher training in general (DoE 2005) the need for the expansion of training for adult and community educators at universities has been repeatedly noted (DHET 2012c; ETDP SETA 2012; DHET 2013a). This need is being addressed in the form of the new Advanced Diplomas whose development is funded by DHET. The shift from required qualifications for adult educators at PALCs to what will be required of educators in the Community Colleges is marked. Currently, qualifications held by AET educators range from Grade 12 school leaving certificates to post graduate degrees and many have no training in AET (ETDP SETA 2012; DHET 2015b). What will now be required is a primary degree or diploma, capped by a qualification in adult and/or community education at NQF level 7. This will ensure that educators in Community Colleges are able to draw on the body of subject and content knowledge that they will have gained during the course of study for a degree or diploma, and that they are conversant with and able to use methods that are appropriate for teaching adults and post school youth.

TRAINING

The Policy on Minimum Requirements for Programmes Leading to Qualifications for Educators and Lecturers in Adult and Community Education and Training "provides a basis for the construction of core curricula for programmes leading to initial professional and post-professional qualifications for AET educators and CET lecturers" (DHET 2015b p. 8). It will be used by DHET to evaluate and quality assure training programmes for AET educators, and will ensure that AET trainee educators leave programmes equipped to teach in at least one learning area appropriate to AET. Principles that the above policy identifies as specifically relevant to AET educators are:

- Embracing the concept of lifelong learning, recognising that learning takes place throughout a person's life and in many forms;
- Recognising the specific holistic nature of lifelong learning, which includes the cognitive, emotional and cultural aspects of learning;
- Promoting the values that underpin an open and democratic society based on human dignity, equality and freedom;
- Respecting and encouraging democracy and a culture that promotes human rights;
- Pursuing excellence and promoting the realisation of the potential of every learner and member of staff, tolerance of ideas and appreciation of diversity;
- Promoting optimal opportunities for adult learning and literacy, for knowledge development and the development of skills in keeping with international standards of academic and technical quality;
- Recognising ACET as part of continuing education and training in the PSET sector, including the overlaps and articulation of ACET with technical and vocational education and training and higher education and training in the quest to achieve an integrated post-school education and training system.
  (DHET 2015b p. 10)

Estimates in 2012 were that capacity building programmes were needed for 20 000 adult educators employed by DHET, 42 000 Kha Ri Gude educators and 5000 educators employed in civil society organisations (ETDP SETA 2012). Since many AET educators already have years of practice or alternate qualifications, the policy on minimum requirements makes provision for Recognition of Prior Learning (RPL) and credit transfer.

Students wishing to gain an AET qualification that will enable them to teach in Community Colleges are expected to have at least an NQF Level 7 teaching qualification, which can be obtained either to cap a diploma or degree in a discipline relevant to adult and community education, or after gaining teaching qualifications such as a Level 6 Diploma in Education or a B Ed degree. An area of confusion arising from this minimum requirements policy relates to the difficult distinction between the two very similarly named NQF Level 7 Advanced Diplomas it describes – one meant to follow a prior degree or diploma, and the other to follow teaching qualifications obtained up to Level 6. This is essentially the difference described between the academic development track and the professional development track noted by the Ministerial committee on Teacher Education (DoE 2005 p. 8). While previously approved qualifications for AET educators will continue to be recognised, all HEIs offering qualifications for AET educators must do so in line with this policy. The implementation plan for this policy will include:

- The development of institutional capacity, including the establishment of new structures, and the strengthening of existing structures in higher education institutions with specific focus on the promotion and development of ACET to introduce the range of qualifications described in this policy and the offering of ACET specialisations or teaching subjects.
- Support for AET educators and CET lecturers in public CETCs to improve their qualifications to the required level.
- Research leading to the development of a reliable and complete data base on current AET educators and CET lecturers and the qualifications they possess.
- The development of a common understanding of this policy, the qualifications described in it and a common approach to their implementation among higher education institutions offering these qualifications. This includes the development and implementation of uniform RPL and Credit Accumulation and Transfer processes. (DHET 2015b p.34)

It is encouraging that the DHET is making progress with the White Paper imperative to develop capacity in training adult educators especially after the reduction in the number of university-based adult-education units since the 1990s. Currently a number of universities developing NQF level 7 qualifications for educators in the TVET and ACET colleges through the DHET's Teaching and Learning Development Capacity Improvement Programme (TLDCIP). By February 2017, some had submitted the required documentation for official recognition of their qualifications to DHET and CHE and are awaiting permission to begin enrolling students. This TLDCIP project may be one of the most thoroughly quality assured projects in educator training yet undertaken in South Africa, especially if feedback loops are established between institutions employing its graduates and the HEIs training them as advocated for general teacher training (DoE 2005). As such, it may be a major catalyst in transforming our system of post-school education, and adult and community education.

Until now, South African adult education has suffered the effects of lack of concern for the qualifications of its educators. However, in 2005 the Ministerial Committee on Teacher Education found that the cost and time commitment of a four year B Ed put teacher training out of reach of many aspirant teachers (DoE 2005); this is likely to be the same for many aspirant adult educators. As noted by the 2005 Ministerial Committee on Teacher Education, the emphasis in higher level teacher training tends to be on theory and not squarely on its application to practice and teaching strategies (DoE 2005). This means that teachers may

complete their training without gaining the practical skills that they need in the classroom. While the value of having highly trained educators in Community Colleges is undisputed, it is worth asking whether a four year Level 7 qualification is really necessary for the teaching of the AET sub-levels 1 and 2 (roughly equivalent to school grades 3 and 5), where a diploma concentrating on developing skills needed to teach general basic education might be more useful and certainly more easily within reach of aspirant adult educators with limited resources. Another question is whether educators with a primary degree or diploma and a teaching qualification at NQF level 7 would agree to be employed in CLCs situated far from towns in vast rural areas where the need for basic adult education is greatest.

While the Community Colleges await the graduates of the qualifications of the TLDCIP project, an interim strategy will be needed to support educators carried over from the PALCs. The strategy suggested by Lolwana for TVET lecturers (2009) may serve well here. She suggests a development strategy including:

- an accelerated short-cycle specialist knowledge building programme for educators,
- short-term placement of skills training educators in the workplace to ensure that they gain experience and insight into current skills training needs
- development support from universities

The commitment to ensure that educators at community colleges have adequate initial training is just the first stage in gaining well trained educators to deliver effective programmes in Community Colleges (DoE 2005). Once employed, Community College educators should continue with in-service courses and training that relates to their teaching and the learning needs of that community college. The Family Literacy Project in the southern Drakensberg in KZN is an NGO where this has proved extraordinarily effective. It offers literacy and life skills to educationally underprivileged South African women in a rural area, and has a core of long serving facilitators who, without tertiary education, have become highly skilled in different methods for teaching ABE, and are able to meet their learners' needs for other kinds of learning, e.g. ensuring that they are preparing nutritious food for their families, giving their children optimal health care, and making informed decisions for their families' financial dealings. Family Literacy Project staff have gained these skills because of the organisation's commitment to continually develop them through continual reflection and continuing professional development (Family Literacy Project 2011). At the lowest levels of adult education, this organisation exemplifies the ideal expressed in the White Paper for the need to ensure continuing professional staff development in the post-school sector (DHET 2013a).

Continued professional development is increasingly important in all teacher education (DoE 2005), and its delivery using online learning and open education resources is advocated in the White Paper, which sees DHET investing in full time and part time professional development programmes for staff in the post school development sector. Equipping CLCs to function as Wi Fi hotspots and afford staff and learners access to the internet, as suggested in the sections that follow, would facilitate this.

If provision of education through Community Colleges grows according to current plans, continuing professional development for full-time educators in these colleges will be necessary (DHET 2013a). Although there may not yet be complete agreement on the

functions of the South African Institute for Vocational and Continuing Education and Training (SAIVCET), especially in relation to labour market research (DHET 2016, and DHET 2013b), SAIVCET could possibly support both TVET and Community Colleges in relation to research on the colleges and strategies for development of skills and capacity of college staff.

For Community Colleges to flourish, staff employed in all management positions will need to be competent leaders, financial managers, planners of curriculum and operations, assessors and evaluators, and have thorough knowledge of relevant policies and governance systems (ETDP SETA 2012). Training in these areas will need to be made available to them.

COOPERATION WITH OTHER INSTITUTIONS

It has been suggested that the teaching in TVET colleges could be enhanced by allowing university lecturers to do some teaching at TVET colleges as part of their private consultancy work (Cloete, 2009). Similarly, a system could be put in place for Community Colleges in which TVET lecturers did some teaching at community colleges in areas in which they have expertise, and/or to supervise work placements if they were organised for university and college students as suggested in Section 5 of this document. This kind of cross institution cooperation may be beneficial for all concerned and help facilitate coherence among different parts of the whole South African education system.

RECOMMENDATIONS:

1. Community College educators need to have improved work contracts.
2. Once employed, Community College educators should continue with in-service courses and training that relates to their teaching and the learning needs of that community college.
3. Cross institution cooperation may be beneficial for all concerned and help facilitate coherence among different parts of the whole South African education system.

SECTION 7

FUNDING OF COMMUNITY COLLEGES

WHAT FUNDING IS NEEDED?

Deplorably, the average amount spent per learner has decreased in recent years, and upgrading and improving the quality of Community Colleges will require much more than the present budget. A report by DNA Economics (2016, p. i) suggests that to meet the ambitious targets set for 2030 in the White Paper, an additional R21.2 billion will be required. In 2013, R1.7 billion was spent on the AET sector, representing only 6% of state spending on the Post-School sector (DHET 2015).

FUNDING IN THE POLICY DOCUMENTS

The White Paper (DHET, 2013a, p. 24) states that the introduction of Community Colleges will require significant investment and that "the model and formula for funding will be based on the pilot process." Based on the number of learners and the programmes offered that have approval from the DHET Director-General, the DHET will fund the personnel (teaching and administrative staff), goods, services and capital expenditure (DHET 2015c) but this will need to be complemented by SETA, NSF and funding from the private sector and donors. The White Paper (DHET 2013a) suggests that funding may become available through partnerships with community-owned or private institutions such as faith based or other education and training centres, and the Ministerial Committee on Rural Education notes that funding strategies are naturally strengthened if they involve different sectors e.g. other state departments, business, unions, and civil society (DoE 2005a). This may be especially true in under-resourced rural areas.

The *National Policy on Community Education and Training Colleges* (DHET, 2015a, p. 24) states that Community Colleges will be funded in accordance with Norms and Standards for the funding of public colleges in terms of section 23 of the *Continuing Education and Training Act of 2006* as amended in 2013. Sections 22 to 26 regulate funding in all public colleges, including both TVET and Community colleges. Public colleges must be funded "on a fair, equitable and transparent basis"(S 22 (1)), though there can be differentiation on a rational basis and there must be redress of past inequalities (S 22 (2) and (3)). Public colleges must be given advance notice of the state grants in time to prepare their budgets.

Funding allocations to Community Colleges will be informed by the way in which the Provincial Education Departments funded the PALCs, and subject to conditions stated by DHET (DHET 2015c). The allocation to each Community College from DHET will include the total allocation for all the CLCs associated with it (DHET 2015c). Each Community College must open one bank account in its name, and a subsidiary bank account (to serve only as a deposit account to receive fees etc) for each of its CLCs (DHET 2015c). CLCs are not juristic persons and therefore may not operate their own bank accounts (DHET 2015c). Allocations per CLC should be determined by the Community College in November preceding each year

of operation, and should enable the CLC to operate throughout each year (DHET 2015c). Allocations must be transparent to CLCs, who should report on the use of funding quarterly to the Community College, and may be subject to extra conditions determined by the DG.

To cover running costs, Community Colleges may charge fees to private organisations who can afford to pay for staff training, or to the Department of Labour, the Department of Public Works and other government departments to get people trained for projects such as the EPWP, or for specific departmental skills development. The fee structure must be approved by the DG, and Community Colleges may not use accumulated reserves for staffing costs without the approval of the DG (DHET 2015c). Individual learners at Community Colleges should not be charged.

POSSIBLE FORMS OF FUNDING

Internationally, various forms of funding of adult learning programmes have been tried, including subsidies, paid time off for training, wage compensation, vouchers, individual learning accounts and tax instruments. Now, new technological possibilities offer a new source of funding and alternatives for possibly more economical use of resources: Offering internet access at CLCs opens the possibility for advertising revenue, and switching from print materials and photocopying to electronic materials make for long term economy.

Because the Community colleges are a new institutional form they have no funding tradition other than the state grants previously given via the Provincial DoEs to the PALCs[11]. Very few PALCs received donor grants and where fees were charged to students they were minimal, and intended to cover expenses such as those incurred for photocopying or electricity. Third stream income from the selling of education and training services is non-existent in this sector. Research done by the DHET Task Team of 2012 suggested that NSF-related and SETA-funded could be expanded and that local government should be centrally involved in developing and supporting CETCs through their Local Economic Development and Integrated Development Plans (DHET 2012c). Recommendations from (what was then) HESA (2011) were that tax-breaks could encourage SETAs, companies and businesses to contribute more to the post-school sector.

If the Community colleges were funded in the same way as the TVET colleges, then four forms of funding would be applied by the DHET:

- **formula funding** of programmes (currently ABET levels 1 – 4, the amended version of the Senior Certificate and, when it starts, the National Senior Certificate for Adults (NASCA)). Funding will need to cover recurrent costs of delivering the programmes and the capital costs of those programmes, such as costs of the replacement of the facilities and equipment used. There may be an output performance component.
- **capital infrastructure funding** to cover expansion of existing infrastructure or development of new infrastructure including new campuses, and infrastructure backlogs.

---

[11]Although each province, as part of its education budget, received an equitable grant from Treasury for this, what was actually given to the PALCs was decided by each province.

- **earmarked capital funding**, for items not covered by capital infrastructure funding. This would be crucial in establishing new CLCs, and could include conditional grants or matching grants involving joint investment with private sector.
- **earmarked recurrent funding,** for developmental projects such as staff development or computer system upgrading.

Funding of HEIs and TVET colleges is based on enrolment planning, and over-enrolment (when student numbers exceed targets) is not funded (Cloete, 2009). If the same model is used in the funding of Community Colleges, they will need some leeway, especially in the first years of operation since targets will be difficult to estimate then develops.

Tuition fees have never been a part of PALC budgeting and any fees charged were decided on by management of individual PALCs in order to cover costs not met by meagre administration grants. Given that relatively advantaged university students are moving towards free tuition if their family income is less than R600 000 per annum it would be intolerable for Community Colleges to charge fees for their programmes.

The *White Paper* (DHET 2013a) states that the NSF will support non-formal adult education, and that NSF funding will enable linkages between skills training in the PSET and government departments and agencies. However, the assumption that Community Colleges will provide skills training, and therefore be able to get funding from SETA and the NSF, is complicated by the fact that currently the system does not have the capacity or drive to create or negotiate skills training programmes – it would need extensive investment in staff, equipment and facility development to establish this capacity.

WHAT WOULD THE FUNDING BE FOR?

The *White Paper* (DHET, 2013a, p. 24) sees key expenditure areas as institutional development, including infrastructure and staffing. This would include the development of capacity in teaching management and learner support, expanded curriculum, and possibly incentives to ensure effective delivery of programmes (Lolwana, 2009). Although the *White Paper* does not refer to the need to maintain the current PALC system, this would be the main ongoing need during the development of the planned Community Colleges: this is so since the DHET's *Annual Performance Plan 2015/16* (2015d, p. 43) targeted establishment of only 9 Community Colleges by 31 March 2020, far short of the 52 needed if every district in the country is to have a Community College. Lolwana (2009) notes the long history of neglect in the TVET colleges, and the need to make these institutions attractive and well-resourced if students are to be attracted to them. The same applies to Community Colleges, which will inevitably be closely associated with PALCs in public perception.

If the system of having CLCs (the previous PALCs), managed in each province by a Community Education and Training College Administrative Centre (CETCAC) persists, the 2016 budget of R1.7 billion only provides about half a million rand per PALC site, which hardly covers part-time educators, let alone the newly trained full time lecturers envisaged for Community Colleges, administration, learning materials and maintenance. Currently 93% of funding is spent on the compensation of employees, and very little on management, administration and materials.

The current rate of funding cannot provide for new Community College campuses with their staffing structure (according to the policy of 2015 (DHET, 2015a)) of principal (at Director level), vice-principal(s), sectional managers such as an education and training services manager, financial officer and human resources manager (at Deputy Director level) and CLC managers (at Assistant Director level) for each CLC of the College, as well as an expanded range of provision including skills training.

PROPOSALS FOR FUNDING FROM THE MINISTERIAL COMMITTEE

The recommendations of the Ministerial Committee on the review of the funding frameworks of TVET colleges and CET colleges are not yet finalised but are likely to include increased funding for the sector. Benefits of this could be maximised by moderating the expansion targets, paying serious attention to maintaining, improving, and diversifying the present CLCs provision, funding the provision of electronic learning materials rather than print, and reconsidering the inappropriate TVET College modelled legislation.

THE STALLING OF DEVELOPMENT IN THE COMMUNITY COLLEGE SECTOR

It seems likely that the slow progress in having Community College pilots is partly because there is currently limited finance for it, and partly because of the costs of what may be an inappropriate TVET college like model.

PREDICTABLE CONSTRAINTS ON FUNDING

The main constraint on the funding of Community Colleges is that adult education has historically been poorly funded in comparison to the school and university components of the state education system. There is also an apparent bias towards universities in the allocation of PSET resources. The public college system, which in developed countries is at least as large as the university component, is much smaller in South Africa, and currently TVET colleges are receiving smaller and smaller percentages of the subsidy they should be getting in terms of existing funding formula.

Evidence of waste and misuse of SETA funds allocated to businesses for skills training (DHET 2013a) and measures to curb this will result in red tape and new constraints on funding. In 2013 only 103 721 workers were registered for registered for SETA-supported learning programmes, representing an under-achievement of 12% (DHET 2015).

BOTTOM LINES

One non-negotiable bottom line is that Community Colleges can never charge fees if they serve ordinary South Africans in need of the benefits that they could offer.

The report of the DHET Task Team of 2012 notes that adult and community education is generally viewed as a cost rather than and investment, and with the demands on our fiscus, it is unlikely that the considerable expenses involved in setting up and running a sound Community College system are going to be easily accepted. Therefore, without new sources of income such as allowing some strictly controlled advertising to accompany the provision of internet access, there may simply not be enough in the state fiscus to enlarge the Community College/Community Learning Centre sector.

RECOMMENDATION:

1. The success of the Community Colleges is dependent on an accurate funding model.
2. It is imperative that investment in Community Colleges is seen not as an unwelcome cost, but as a worthwhile investment with the potential to yield real gains for ordinary South Africans.

SECTION 8

INFRASTRUCTURE REQUIREMENTS

THE MINIMUM

Efficacy of adult centres is linked with at least minimally adequate resources (Rule et al. 2016). Thus for Community Colleges to perform effectively, they need to be able to provide learners with an environment that is conducive to learning and adequately accommodates the range of formal and non-formal learning and community activities envisaged for them. The image of adult learners trying to fit into infant sized desks at PALCs should never be associated with Community Colleges. In addition to adequate buildings and furniture, Community Colleges should be characterised by suitable and sufficient learning resources. In line with the White Paper (DHET 2013) and The National policy for the monitoring and evaluation of Community Education and Training Colleges (DHET, 2016b), these learning resources should most certainly include technological resources that enable secure internet connectivity, and have the capacity to rapidly access a range of learning resources.

MODEL FOR COMMUNITY COLLEGES

The DHET Task Team of 2012 proposed that the Community College system be coordinated nationally, but have a strong local focus, with:

1. A national network of **learning circles** specifically to offer literacy and initial ABE. This network could build on that of the Kha Ri Gude campaign. The ABE curriculum should not be that used in PALCs but on formal and non-formal education programmes relating to issues such as health, citizenship of a democracy, vocational and skills training, and other areas of concern to adults. Programmes should be offered in partnerships with community groups and branches of government.

2. A range of **Community Learning Centres (CLCs)**, initially based on the PALCs. To begin with, there would be at least one strong CLC per municipality, with satellites that would be encouraged to expand with demand. CLCs should incorporate the PALCs, provide support to literacy classes, offer GETC and NASCA programmes, a vocationally orientation programme and vocational and skills training, where they might cooperate with TVET training sites. Some CLCs will require new infrastructure if there is a demand for training courses (possibly including NATED courses) that require training facilities and equipment, especially in rural areas. Here, as the Ministerial Committee on Rural Education points out, equal treatment may actually perpetuate inequality (DoE 2005a); areas where almost no development has happened will require extra investment. CLCs should link directly with the EPWP, infrastructure development programmes and Local Economic Development programmes, and relevant SETAs, especially in the manufacturing sectors. Although they might use school facilities, they should not be linked to schools. CLCs should articulate their programmes with, and include or share facilities and space with Thusong centres. These are government service centres offering administrative services in relation to grants and official documents, as well as internet access and information services, small business advice, and other supportive services to

communities. CLCS should work with vocational colleges, local communities, popular education networks, and business and local government, to link with local employment opportunities.

3. A system of "anchor" **Community Colleges**, first with one in each province but ultimately with one in each municipality, to develop and support all CLCs in the area.

4. At every Community College, infrastructure should accommodate a Career Information Services (possibly Youth Advisory Centres of the National Youth Development Agency), to provide current, useful advice and support to students.

Research reports noted by the DHET Task Team of 2012 led them to recommend that CETCs /CLCs need not be uniform across all communities, since a single model will not meet different needs of different communities. Instead, in line with the *National Policy on Community Colleges*, (DHET 2015a) they suggest accepting various models offering different kinds of support and different combinations of options that will meet different learning needs and opportunities in each context. Particular differences are most likely to be in types of vocational / skills training and non-formal options. As minimum requirements for each of the CLCs, which will be clustered in each Community College, the task team proposed:

- A minimum suite of programme offerings (formal and non-formal, literacy, vocational and first and second chance secondary education) for youth and adult learners;
- Basic facilities including classroom infrastructure appropriate to adults and youth;
- Administrative facilities, a small library, reading rooms and computer facilities;
- Core full-time staff complement of educators and administrators; (DHET 2012c)

BUILDINGS

The task team also proposed that community mapping exercises should be the basis of decisions on the location of sites of CLCs, or satellites of CLCs. These CLCS or subsidiary sites could be located at sites such as schools, TVET colleges, community halls, or buildings not currently in use, (DHET 2012c p. 49; DHET 2015a). Legal implications would need to be taken into account in the choice of location, since the Community College Administration Centres established in 2015 will be seen as juristic persons, and use of some venues will come with responsibilities. Where buildings are shared with (an)other institution(s), it might be best for the CLC to use a name different from that of the other institution, in order to make the distinction clear (DHET 2012c). This would help to avoid problems previously experienced in the course of PALCs sharing buildings with other institutions.

SHARED RESOURCES

In considering the relevance of the PALC model for future Community Colleges, the 2012 DHET Task Team noted the economy of sharing buildings already used as sites of education and thus using existing infrastructure. It also noted that housing Community Colleges in educational buildings might aid the development of an educational "brand" for the CLCs. This might also ensure ease of local access and make it more likely that CLCs, and hence adult education and training, would be "anchored" within communities, and that lifelong learning would become more possible. From their home within communities, it is important

that CLCs and CCs have strong links within communities and also with higher education institutions, businesses and industries within their reach. In order to realise the plan to offer access to Community Colleges more broadly across the country so that no potential user is more than 10km away from a CLC, some new structures will need to be built, particularly in rural areas. Here, educational needs of communities need to be taken into account and appropriate facilities planned as part of infrastructural development projects (DHET 2012c). CLCs that have dedicated premises should be open between 8 am and 9 pm, and time-tabling must accommodate learners who need to attend full time, part time, or Saturday classes (DHET 2016d). Additional resources could become available through cooperation with parastatals and the business sector, and synergies could possibly be realised if CBOs and NGOs were housed with Community Colleges or CETCs (DHET 2012c).

Problems associated with siting the CLCs in schools include clashes when both institutions need to use the facilities simultaneously, lack of furniture appropriate for adult learners, and disagreements over responsibility for paying expenses such as electricity.

INFORMATION TECHNOLOGY

It is essential that the community college system is forward looking in terms of information technology (IT), in order to take advantage of the ever increasing and improving possibilities it offers for communication, sources of information, editing and duplication of material, and learning options. All learners need to be prepared for communication and work opportunities that increasingly use electronic communication, and enabled to access and use information in current channels of information including "open educational resources" (OERs), as supported by the DHET Task Team of 2012 (DHET 2012c). There will need to be investment in bandwidth, equipment and human resource capacity to set up and maintain IT systems. Wherever possible, locally made devices and programmes should be used, as long as they perform well and are sufficiently robust to withstand use by inexperienced and possibly clumsy users. Learners could be equipped with Learning Tablets, which are already cheaper than printed books. Both the internet provision at CLCs and the reception on these tablets could be geared to exclude sites such as those associated with gambling and pornography. It is common knowledge that the price of data in South Africa is extremely high, putting the internet out of reach of most ordinary South Africans. However, buying data in bulk, as Community Colleges would do, reduces the cost dramatically, even without the low cost deals that no doubt would be possible for DHET negotiate.

Offering access to the internet brings with it possibilities for attracting advertising revenue and although this would provide a useful stream of income to Community Colleges, it would need to be particularly carefully screened to protect learners from predatory service providers such as those recently closely associated with the SASSA grant system.

SPECIAL NEEDS

Community Colleges will need to accommodate learners facing barriers to learning, and as part of this will need to incorporate the accommodation of learners with disabilities in infrastructural planning. This is likely to include the provision of specialised technology and assistive devices geared for people with disabilities (DHET 2013a).

RECOMMENDATION:

1. Community Colleges should be characterised by suitable and sufficient learning resources, including technological resources that enable secure internet connectivity, and have the capacity to rapidly access a range of learning resources.

SECTION 9

FORMAL LEARNING PROGRAMMES AND QUALIFICATIONS THAT COULD BE OFFERED AT COMMUNITY COLLEGES

ACCESS TO EDUCATIONAL AND TRAINING OPPORTUNITIES

"The fundamental governing principle for a post-school education system must be to enable access to educational and training opportunities further to the level of basic education achieved by any school-leaver irrespective of race, gender, or social and economic circumstances" (HESA, 2011). In South Africa there is still a strong need for redress:

> Many of the so-called lost generation of youth from the 1980s and early 1990s are now in their mid to late 30s and 40s. They are in need of second chance opportunities, having lost out due to the political situation during their school years and continued to be marginalised from the education and training system. Many workers who have decades of experience were excluded from continuing education and training because of their lack of formal education and qualifications. Many older adults have become responsible for raising AIDS orphans and grandchildren (DHET 2012c)

In the light of this and our history of under-investment in youth, adult and community education, there is no doubt that government-run formal programmes and qualifications need to be offered outside of schools, TVET Colleges and universities. Chances of gaining employment rise dramatically with passing Grade 12 and each education level beyond that; almost a decade ago, young South Africans who had completed secondary school earned between 40% and 70% more than who had not completed Grade 12. Those with a diploma or certificate on average twice as much, and those with a degree between up to four times as much (Cloete, 2009). There are dramatically higher numbers of people in the NEET category (not in employment, education or training) among people who stopped their schooling between Grade 10 and Grade 12 than among people with either less or more schooling.

State education planners intended three years ago to expand and improve programmes in the college system, ensuring better articulation within the post school system and more likelihood of meeting needs of employers and learners (DHET, 2013a p 11). Of central importance in this plan are community colleges, seen in the *White Paper* as a potential catalyst to transform the lives of South Africans with less than complete schooling. Envisaged as networks of delivery sites controlled from central hubs, CLCs are to ascend from the PALC system, with staff on long term contracts and infrastructure adequate to offer formal programmes to, according to the draft policy (DHET 2016d), a minimum of 200 and maximum of 599 learners (with satellite centres having a minimum of 75 and a maximum of 199 learners).

The *National Policy on Community Colleges* (DHET 2015a) states that Community Colleges must be flexible in the programmes they offer, which should cater for the wide range of needs of adult learners (DHET 2014a), and be driven by priorities of the communities they

serve, as well as those of the state. According the Policy for the General and Further Education and Training sub-framework (DHET 2014a):

> The broad social goals of adult education at level 1 are to develop literacy and numeracy and to provide an introduction to the natural and social sciences as the basis for further learning and informed citizenship. Additional subjects may enrich the curriculum. The acquisition of vocational skills as a supplement to a broad basic education can be incorporated into the structure of the qualification. The possession of this qualification indicates that an adult learner, through systematic study and engagement, has achieved foundation learning and is equipped to benefit from further education and training programmes.

TYPES AND LEVELS OF PROGRAMMES

Training in both hard and soft skills should be offered, within a framework that "seeks to improve livelihoods, promote inclusion into the world of work and that supports community and individual needs" (DHET 2015a p.14). Access to ABE must be ensured (FET Amendment Act 1 of 2013) and with ABET levels 1 – 4 (roughly equivalent to grades 3 – 9) culminating in the NQF Level 1 General Education and Training Certificate for Adults (GETCA), the Amended Senior Certificate, and the new NQF Level 4 National Senior Certificate for Adults (NASCA) (DHET 2015a). The GETCA, registered with SAQA in 2015, will serve as the "first critical milestone in a general education" (SAQA 2015a) for adults who wish to gain a formal qualification. Made up of 120 credits in four subjects which must include one language and mathematics or mathematical literacy (DoE 2009a), its aim is to provide adult learners with sufficient basic education to enhance their chances of employment and their social, political and economic participation, and to give them a basis for further education and training (SAQA 2015a). The GETCA and NASCA are both made up of 120 credits, and offered as sets of challenge examinations in four key learning areas for which candidates can prepare in whatever way they prefer, including through participation in a college programme, private tuition or self-study (DHET 2014; SAQA 2015a). The NASCA "provides a general educational pathway for adults. Its focus, through broad, discipline-based curricula, is to build a reliable general education underpinned by the necessary cognitive proficiencies to support further study", and

> … aims to provide evidence that the candidates are equipped with a sufficiently substantial basis of discipline-based knowledge, skills and values to enhance meaningful social, political and economic participation, to form a basis for further and/or more specialist learning, and possibly to enhance likelihood of employment. In these respects, the NASCA promotes the holistic development of adult learners. The intention is also that the quality of the learning offered by the NASCA will reinvigorate an interest in learning for many who have had possible negative experiences at school. (SAQA 2013; DHET 2014).

Although progress has been hampered by an insufficient budget, it is planned that during 2019 – 2020, the GETC ABET will be phased out and replaced by the GETCA. Currently, workbooks and materials are being prepared for the NASCA, and the possibility of a support programme to bridge the gap between GETCA and NASCA is under discussion at DHET.

In addition, Community Colleges should offer skills, vocational and occupational programmes funded by SETAs or the NSF, and/ or in collaboration local authorities,

community organisations, state departments or industry. The network of delivery sites ('campuses') should expand to match demand (DHET 2013a; DHET 2015a).

Examples of programme offerings listed in the *National Policy on Community Colleges* (DHET 2015a) may include among others:

a) Early Childhood Development;
b) Community Development Works Programmes;
c) Worker Education;
d) Cooperative and Entrepreneurship Education and Training;
e) Plumbing, Construction, Carpentry, Electricity, Welding and Auto Body Repair;
f) Motor Mechanics;
g) Home-Based Care;
h) Parenting and Childcare;
i) Civic Education, Community Mobilisation and Organisation;
j) Expanded Public Works Programme;
k) Community Health Workers Programme, including HIV /AIDS Education;
1) Information and Communication Technology; and
m) Arts and Crafts.
(DHET 2015a)

FURTHER POSSIBILITIES

As noted in the *White Paper* (DHET 2013a), expansion and diversification in this sector is urgently needed: our post school education and training system does not offer programmes that attract and are accessible to the millions of people under 24 seeking education and training who do not get into university (more than 3 million according to Census 2011), or who would actually do better not getting into university because they would be the most likely to drop out, carrying a large debt.

The DHET Task Team of 2012 proposed that Community Colleges should provide not only the basic suite of formal programmes noted above, but also, like liberal arts colleges elsewhere, some post-secondary qualifications, and bridging programmes to support students with the potential to study further and to facilitate entry into HEIs. It is recognised that the shortage of skills in South Africa is at the middle level of skills, an area for which qualifications in the college sector are appropriate (Cloete, 2009, DHET 2013a).

With regard to the above points, the suggestion that education opportunities could be expanded by allowing TVET colleges to offer some Higher Education qualifications (Cloete, 2009, HESA 2011) may be extended to suggest that the higher end of the formal qualifications offered by Community Colleges could include specifically selected 120 credit HEQF level 5 Higher Certificates, and possibly 120 credit HEQF level 6 Advanced Certificates (DHET 2015b).

In view of the well documented threats to food security and energy, perhaps particularly useful here would be qualifications in the agricultural and sustainable energy fields. These certificates would be vocationally oriented (Cloete, 2009), but could bring the advantage of flexibility, since they could offer learners vocational post school options and an alternative

route to access to HEIs. In addition, offering these qualifications would be a rational strategy in pursuance of the target to produce 30 000 artisans by the year 2030 (DHET 2013a).

GETTING THERE

In order to realise this suggestion, the obstacles of lack of harmony between policies and regulation pertaining to Higher Education, TVET and Community Colleges would need to be overcome, staff capacity in TVET and Community Colleges would need to be enhanced, a clear system of credit recognition and transfer would need to be developed, and funding for these developments would need to be found. In order to be responsive to the needs of learners, institutional and labour markets, this would necessitate coordination and flexibility across departments and institutions, and some structural connectedness, while still preserving institutional integrity and the distinctions among them (Cloete, 2009).

For young South Africans to value and pursue education and training opportunities at Community Colleges, these opportunities need to correspond directly with openings in the labour market, or to training that leads to new opportunities (HESA, 2011), or at least to income generation possibilities. There will need to be a significant shift of attitude from the post-apartheid perception that anything other than university is unacceptably second rate (described in Section 3 above). This may necessitate a sort of publicity drive, perhaps with high status role models being associated with TVET and Community Colleges, and pointing out that the earning power of qualified artisans often outstrips that of university graduates. Attracting substantial numbers of students to the college sector may serve both to relieve the pressure on universities and reduce the high dropout rate, which is disastrously costly to both students and the state. The ultimate effect on the whole education system of the #Feesmustfall movement is as yet unknown, but it is certainly a potent factor in the mix.

GOOD PRACTICE

In terms of teaching and learning, a study conducted for Umalusi found the following factors associated with effective learning centres:
- Whatever their backgrounds, and in spite of precarious or difficult working circumstances, the educators were knowledgeable, and committed to and respectful of their learners;
- A sense of being serious about learning and teaching, with good organisation and high expectations in terms of time keeping and attendance;
- Linking the curriculum directly to learners' contexts, including their own life 'projects' such as savings clubs, gardening and so on;
- Acknowledgement of and response to learners' non-academic needs, in terms of counselling, sports activities, work advice, support groups etc;
- Accurate placement of learners in appropriate programmes and levels;
- Formative and supportive continuous assessment;
- Good use of available resources

(Rule et al. 2016).

RECOMMENDATIONS:

1. Training in both hard and soft skills should be offered, within a framework that "seeks to improve livelihoods, promote inclusion into the world of work and that supports community and individual needs", for example, NQF Level 1 General Education and Training Certificate for Adults (GETCA), and the new NQF Level 4 National Senior Certificate for Adults (NASCA).
2. Community Colleges should offer skills, vocational and occupational programmes funded by SETAs or the NSF.
3. In view of the well documented threats to food security and energy, education relating to agriculture and sustainable energy should be offered.
4. Harmony should be created between policies and regulations pertaining to Higher Education, TVET and Community Colleges.
5. A clear system of credit recognition and transfer must be developed.

SECTION 10

LEARNING PATHWAYS FOR STUDENTS AT COMMUNITY COLLEGES

THE VISION

The DHET Task Team of 2012 envisioned a South African approach towards lifelong learning in communities, and the enhancement of personal, social, family and employment experiences of ordinary citizens through the development of literacy, numeracy, vocational and other skills. It saw this in the context of a democratic, developmental and more equitable and just society, in which community organisations and institutions, local government, individuals and local business worked together to develop and enhance their communities. The potential role of Community Colleges in this achievement is to accommodate a million learners by 2030, in accordance with *The National Development Plan: Vision for 2030,* and, over the next two decades, aiming to:

- Eliminate adult illiteracy;
- Provide second chance opportunities to young people and adults who did not complete secondary school; and
- Provide flexible, lifelong and continuing education and training opportunities to adults and young people.

(DHET 2012c).

This echoes the section on education in the governing party's "Ready to Govern Policy Guidelines" (African National Congress 1992) which states the party's commitment to redressing the educational inequalities among South Africans through ensuring maximum mobility and flexibility between levels of education in both formal and non-formal education.

In terms of age groups, the 2012 Task Team stressed the need to cater for children younger than 15 who had dropped out of school and might seek to learn at Community Colleges, as well as people older than 55 and still interested in learning, perhaps for their own interests and needs, but also because frequently these older adults are primary caregivers for children, and need to support their learning. However, in view of the overwhelming numbers of people between 18 – 24 years of age in the NEET category, Community Colleges should be designed to offer learning pathways or single courses that are particularly attractive and practically useful especially to this group (DHET 2012c). Lolwana (2009) advocates re-organising the education system to retain young people in education for longer, but the goal in this must be to better empower them, rather than simply to keep them out of the NEET category.

In adult education both vertical and horizontal articulation can be problematic:

> … learners move from the GETC at ABET Level 4 (equivalent to Grade 9 and NQF 1) into Matric programmes (Grade 12) without any established programmes at Grade 10 and Grade 11equivalent. The horizontal articulation is also difficult: a learner may struggle to find ways of moving from an

"academic" track to a vocational or skills-based track within a general education band. (Rule et al, 2016)

In terms of education levels, a post-school education system must offer learning pathways to potential learners who have left school without achieving a Senior Certificate, or a vocational certificate that allows them access to further training, or who have not met entrance requirements for HEIs, or who have not found a place in an HEI, or who simply "lack the basic educational platform needed for post-secondary education" (HESA 2011). It must also accommodate adults who are working or not working and need extra training, or who wish to enrol and learn for any reason. These adults have a fragile identity as learners and, whether they are enrolled for formal or non-formal courses, are likely to require sustained attention and support from facilitators to maintain their attendance at Community Colleges. Regulations in this system should be facilitative rather than restrictive, opening pathways rather than closing them (SAQA 2001). It is vital that learning in Community Colleges truly enables learners to proceed to higher levels if they wish, and therefore the curricula of subjects offered in both formal and non-formal courses must ensure that learners can gain an "adequate conceptual platform" (DHET 2016c) that will stand them in good stead if they choose to continue studying at the next level.

Adult learners who complete the basic education offered in the *Kha Ri Gude* adult literacy initiative and AET sub-levels 1, 2 and 3 (roughly equivalent to school grades 3, 5 and 7) offered at CLCs (previously called PALCs) may want to continue learning but have found that there is no learning pathway for them to continue (DHET 2013a). For them GETCA, which is aligned with AET sub-level 4 and NQF level 1 (DHET 2015e) will provide access to Level 2, the FET band, learnerships, and work-related skills (SAQA 2001; DHET 2015e); the NASCA opens further possibilities, especially as access is controlled by guidelines to minimum capabilities required rather than minimum entry requirements:

> The NASCA aims to service an identifiable need in the basic adult education system not currently met by other qualifications on the NQF and to create pathways for further learning. It is designed to provide opportunities for people who have limited or no access to continuing education and training opportunities. (DHET 2014 p.4)

Pathways for adults who wish to continue learning formally are opened by the NASCA because its standards based curriculum is designed to articulate with all three sub-frameworks of the National Qualifications Framework: the General and Further Education and Training Qualifications Sub-Framework at NQF level 1, the Higher Education Qualifications Sub-Framework above that, and the Occupational Qualifications Sub-Framework (DHET 2014).

On the other hand, data on adult education provision (JET Education Services 2014) shows that rather than acquiring the GETC qualification, many adult learners choose to study only a few learning areas of particular relevance to them. This does not constitute failure. Many learners have no interesting in acquiring a qualification, but choose to learn according to their interests and needs associated with ensuring sustainable livelihoods for their families.

Thus we need to provide pathways for those who want to learn simply for interest or livelihoods as well as for those not catered for by schools, TVET Colleges or universities, but who seek access to institutions, learning programmes and modes of accessing learning that they can take advantage of (HESA 2011). The Community College system must avoid the limitations of the PALC system which focused exclusively on school type literacy, numeracy skills and school subjects, and failed to actually make the T in ABET into a real offering.

The 2012 Task Team produced the following summary of youth and adult target groups and learning needs (surely adults older than 65 would be welcome at Community Colleges, so the last age group should be simply adults over 25):

SUMMARY OF LEARNING NEEDS

Age group	Level	Formal learning needed	Non-formal learning needed
Younger than 15	Incomplete secondary or primary education	Literacy / GETC / vocational	Life skills, democracy, self-empowerment, social, health and entrepreneurial Education, ICT education and exposure
15 - 17	Incomplete secondary or primary education	Literacy, ABE towards GETC Full-time NCV and NSC Vocational orientation programme Vocational and occupational courses	Life skills, democracy, self-empowerment, democracy, social and entrepreneurial education. Employability skills, labour market preparation. ICT education and exposure
18 - 24	Less than grade 12	Literacy, ABE towards GETC; NSC / NASCA NCV full-time and part-time Vocational orientation programme Vocational and occupational courses National Youth Service / EPWP and NYDA Entrepreneurial programmes College and university bridging programmes	Life skills, democracy, self-empowerment, democracy, social and entrepreneurial education. Employability skills, labour market preparation. ICT education and exposure
	Weak Grade 12 pass	Vocational orientation Programme; Vocational, work-base and occupational programmes. Bridging programmes leading to apprenticeships and learnerships. NYDA, National Youth Service Entrepreneurial programmes.	Life skills, democracy, self-empowerment, democracy, social and entrepreneurial education. Employability skills, labour market preparation. ICT education and exposure
Adults 25-65	Less than Grade 9 functionally illiterate < Grade 7 < Grade 9	Adult literacy ABE towards GETC Vocational, work-based, occupational and livelihood programmes	Democracy and community development, social and entrepreneurial education Employability skills and labour market preparation and information
	Grade 10 and	NASCA and NCV flexible vocational,	Democracy and community

	more	work-base or occupational programmes College and university bridging and open access programmes	development, social and entrepreneurial education Employability skills and labour market preparation and information

(DHET 2012c)

SUPPORT

It will be essential for Community Colleges to ensure that learners embark on viable pathways of learning by offering them strong support and advice on programmes and learning options in relation to employment, income generation and career possibilities, as well as information on community issues and needs, financial aid, academic support, the labour market and placement agencies (Lolwana, 2009, DHET 2013a and DHET 2012c). Added to this should be information on opportunities for gaining work experience, since many employers seek to employ only those applicants with a measure of experience. Integral to this support service should be measures to encourage the retention of under-represented groups, and information and support in enabling learners to navigate the system in order to obtain their objectives (Lolwana, 2009).

This advice and support could be managed through Youth Advisory Centres of the NYDA if they were set up at Community Colleges as suggested by the DHET 2012 Task Team (DHET 2012c). If managed successfully, these agencies should be able to deliver on the undertaking given on the NYDA website:

> **At an individual level (Micro level),** the NYDA provides direct services to youth in the form of information-provision, career guidance services, mentorship, skills development and training, entrepreneurial development and support, health awareness programmes and involvement in sport.
> **At a Community level (Meso Level)**, the NYDA encourages young people to be catalysts for change in their communities through involvement in community development activities, social cohesion activities, national youth service programmes and dialogues.
> **At a Provincial and National level (Macro Level),** through its policy development, partnerships and research programmes, the NYDA facilitates the participation of youth in developing key policy inputs which shape the socio-economic landscape of South Africa.
> (National Youth Development Agency 2017)

OPEN LEARNING

Learning pathways offered to learners seeking admission to Community Colleges should be clear and easily understandable, and relevant to their contexts and felt learning needs, but also reveal opportunities that they may not have considered. At the very least they should offer stand-alone learning opportunities that enable learners to gain competence in communications and numeracy, and readiness for social and technological change. Different choices, and different combinations of formal learning, vocational skills training, and non-formal and popular education programmes should be possible (DHET 2012c).

Obvious goals here are to shape training to match current work opportunities, to ensure that learning pathways include support and guidance in enabling learners to use new skills to generate income for themselves (DHET 2013a), and to adapt to rapidly changing technological and economic contexts. This is vital since many potential Community College learners have struggled to find formal employment. In devising this kind of system, South Africans need to draw on our innovative tradition of finding ways to provide people with open learning opportunities as we did during the struggle for liberation, particularly in NGOs, in the trade union movements and in workplace education (DHET 2012c).

The NASCA at NQF level 4 is a good example of open learning assessment there are no entrance requirements, although the use of "suitable diagnostic tests" is encouraged, to ensure that candidates are sufficiently prepared (DHET 2014a). Also, learners may choose learning areas, prepare in any way they wish, write the four challenge examinations in any order, and to re-write them if they wish to improve their marks. The only requirements are that learners need to pass examinations in four learning areas within six years (SAQA 2013; SAQA 2015a). Interestingly, in comparison, the GETCA at NQF level 3 is less open than the NASCA, since there are stipulated entrance requirements: proof of learning at AET sub-level 3 or a placement assessment (DHET 2015e).

Certainly access to all courses at Community Colleges should be open (DHET 2012c). Many potential learners at Community Colleges will have developed skills and knowledge through decades of coping in life without the benefit of formal courses. They should be allowed access to whatever class they believe they can cope with without prior formal learning. Once they have joined a class, they should be allowed to switch to a lower or higher level if they find the course below or above the level they need. Well-designed placement tests may play a role here, but learners' wishes should take precedence. Adult educators can attest to most adults' accurate assessment of their own ability, but, if necessary, they can be counselled and guided in choosing appropriate classes. In addition to the above, there should be open access in terms of timing, and classes should be offered on a part time and full time basis according to demand.

Another aspect of open learning is that learners should have reasonable access to learning without having to travel far from their homes, and, given funding and logistical constraints, this means that Community Colleges need to offer education using a combination of delivery methods. This implies paying dedicated staff and investing in specialised ICT equipment (DHET 2013a). The use of good Open Education Resources (OERs), online line learning collaborative and efficient use of existing infrastructure, internet access at Community Colleges and support for independent study as preparation for subsequent lifelong learning (DHET 2013a) may make distance education from Community Colleges doable.

AREAS OF LEARNING

In terms of areas of learning, where there is no access to a TVET college, Community Colleges should offer technical and vocational training, perhaps as a satellite of the nearest TVET College. In view of current concerns with threats to food security in South Africa and the low success rate of farms that have been restored to Black South Africans in the land restitution programme, it would be logical for adult and community education programmes

in agriculture to be a priority. Without agricultural development, and with increasing mechanisation on farms that are productive, there are decreasing opportunities for employment in agriculture. This, in conjunction with the association of gardening classes with Bantu education of the apartheid era, may have led to the lack of interest in training in agriculture. New factors that could lead to substantial attitude change here are technological advances both in food production (e.g. hydroponic irrigation / green energy / interest in organic / 'Fair Trade' products) and in marketing, particularly in view of the immediacy of information about marketing opportunities available through smart phones. This is a chance for old and young generations to put their skills and interests together work together in communal / group projects at Community Colleges. An example could be the combination of agricultural learning (at different levels) with food production that supports a school feeding scheme or co-op, and business skill development. If community colleges could be the centre of and support for this kind of cooperative learning and development, chances of achieving some of the policy imperatives of the Medium Term Strategic Framework (SA Government 2014), such as improved food security and development of farmers would increase.

INCLUSIVITY

Community Colleges need to accommodate learners facing barriers to learning, including learners whose disabilities have hindered their participation in learning at schools or other institutions; particular attention needs to be paid to people with disabilities, particularly those from poor families (DHET 2013a). Thus flexible learning pathways that can be customised to suit people with disabilities must be available at Community Colleges, and linked to work or income generation during and on completion of studies (DHET 2013a).

RECOGNITION OF PRIOR LEARNING (RPL) AND CREDIT TRANSFER

RPL is acknowledgement of learning that learners have gained prior to registration for a formal course or qualification. Since non-formal education is not concerned with entry requirements or certification, it is not usually concerned with RPL, except perhaps when admission to a group characterised by particular competence is sought. In skills training on the other hand, RPL is crucial in view of the large number of people in South Africa who have years of practice and often expertise in skills for which they were denied access to training in the years of apartheid. In **RPL for access,** students are allowed access to a course for which they do not have the regular prerequisite qualifications. In **RPL for credit transfer**, learners are given credit for part or all of the content or courses that make up a particular qualification. There is general international agreement that RPL is a fair and reasonable idea, but there are to date very few institutions where it is smoothly implemented. The main problem is how to evaluate prior learning, so that learners are given a fair deal, but not given credit for learning that is not actually equivalent to what they claim. To apply for RPL a student is usually required to submit a 'Portfolio of Evidence' consisting of a description of the learning the student claims to have done, and documentary proof that she or he has the skills, knowledge or competence claimed. The regulations governing what is required in a portfolio of evidence is often so onerous that it might seem easier to register and study for the qualification. Thus it may be useful for Community Colleges to offer coaching in how to compile this portfolio. It may also be useful

for Community Colleges and other post school institutions to be served by regional centres of RPL. This would ensure that applications are treated consistently.

ETDP Seta has reportedly implemented an RPL programme for ECD Practitioners. If ways are found to implement RPL successfully in Community Colleges, they could offer redress to many previously disadvantaged people in South Africa. They could also justify the optimism in the White Paper (DHET 2013a) about the contribution that better managed education and training could make to development. If potential employers could be involved in the RPL process, there could even be the hoped for expansion of opportunities for workplace training and experience. This would be a strong move towards the "refocused thinking of policy makers" mentioned in the White Paper in relation to unemployment, poverty and inequality.

WORK INTEGRATED LEARNING

If Community Colleges become centres of community activity that people use for homework clubs, internet access, communal gardens, cooperative community enterprises e.g. sewing groups, child care and school readiness support and so on, it might be possible for Community Colleges to become a stepping stone missing in learning pathways of TVET colleges and universities. Students struggle to get accepted in places where they can complete the Work Integrated Learning (WIL) component of their certificates, diplomas or degrees. Playing a role in running the kind of activities described above might provide students with what they need for their WIL requirements and this kind of arrangement would possibly provide a link between Community Colleges, TVET Colleges and HEIs, and help to realise the goal of the National Skills Accord, signed in July 2011, to make WIL a central part of training. Facilitation of the expansion of workplace training opportunities was to have been the role of SETAs (DHET 2013a). Although the economic downturn and other hindering factors have prevented this expansion, there should at least be links with local services such as health care, transport, and social services (Lolwana 2009).

CHANGING CONTEXT

It is clear that blue-collar and clerical jobs previously open to people with secondary school education are disappearing (Lolwana 2009). This trend gains momentum with technological development. In wealthy countries, the possibility of granting basic living allowances to all citizens is under consideration, and may become an international norm as computerised machines do more work. So in the long view, some learning pathways leading to ways of enabling people to contribute to societies and maintain their own positive sense of sense without necessarily earning income through work should be considered.

EXTRACURRICULAR ACTIVITIES

While extracurricular activities might be difficult to organise in institutions where learners are part time and not resident at the institution, the fact that Community Colleges will be or should be integrated into communities should mean that extracurricular activities are easy to organise at Community Colleges. Activities such as athletics, literary groups, musical activities, religious and moral organisations, etc., could be vital in building institutional identity (Lolwana, 2009) and integrating the colleges into communities.

RECOMMENDATIONS:

1. Access to all courses at Community Colleges should be open. Learners should be allowed access to whatever class they believe they can cope with, and should be allowed to switch to a lower or higher level if they find the course below or above the level they need.
2. Learners should not have to travel far to access learning. Given funding and logistical constraints, this means that Community Colleges need to offer education using a combination of delivery methods.
3. Community Colleges need to accommodate learners facing barriers to learning; particular attention needs to be paid to access for people with disabilities, particularly those from poor families.
4. Community Colleges to offer coaching in how to compile portfolio of evidence for recognition of prior learning (RPL) and credit transfer.

SECTION 11

NON-FORMAL LEARNING AT COMMUNITY COLLEGES

Overall, as noted by the DHET Task Team of 2012 (DHET 2012c p. 87 – 89):

> South Africa has a rich tradition of different institutional types and modes of delivering adult and youth education, both formal and non-formal and in the public and private spheres…. The international review shows the need, even where there is only one system, to ensure flexibility, multiple access points, dedicated institutions and strong differentiation to meet the multiple needs of adults and youth… The conceptualisation of a new institutional model needs to build on the achievements of local traditions, learn from their mistakes, and design a system that is responsive, flexible and diversified.

SENSITIVITY TO CONTEXT

Life in each area is shaped by its patterns of settlement, transport, communication, and access to facilities, as well as its social conditions, resources, economy, and particular features making context specific education important. However, CLCs in rural areas do need to be part of global systems (DoE 2005a) and learning should not be limited to local concerns. Similarly to goals of past literacy campaigns, (DoE 2006 p.22), Community College programmes must contribute to developing people's capacity to function in society with empowering skills that help them know their rights and responsibilities as members of society. There should be varied formal and non-formal programmes informed by a democratic learning framework, and learning options based on community interests, issues, problems and priorities (DHET 2012c). These expanded and diversified options must include non-formal programmes geared to specific contexts and needs of local communities, be aligned to employment and development (DHET 2015a) and support the development of a well-informed citizenry. Since people who have not completed primary education may never enter the formal economy, learning opportunities that could better their lives should be readily available, and include those enabling them to improve their livelihoods and work in the informal economy (ETDP SETA 2012).

Indications from NGO classes are that older people do take up accessible opportunities to learn for reasons other than gaining employment, such as to improve their livelihoods, support children's schooling, or join a study group to add enjoyment and purposeful socialising to their live. The demand for options such as these is attested to by AET learners who repeat ABET levels simply to gain knowledge, discuss their circumstances and problems, and share in learning experiences with their peers. If learning options were broader than the learning areas currently offered in AET, and aligned to problems faced by adult South Africans, the uptake would improve on that of the old ABET classes. These non-formal offerings could be under the aegis of Community Colleges in "varied institutional, workplace and community–based settings" (2015a p.15).

FLEXIBILITY

Some of the most valuable non-formal courses are courses that form part of formal courses and qualifications, but are not often available as stand-alone options. These might attract

people who do not wish to register for anything formal. For instance, communicative competence in English and a good understanding of Mathematics are extremely useful vocational skills (DHET 2012c), and learners should be able to register for courses such as these non-formally at any level. Whether learners join a cohort of students engaged in studying for a formal qualification for a particular class, or form a group of their own is much less important than ensuring that learners can gain non-formal access to these courses. Also, it should be possible for them to use credits for courses they have passed non-formally to count towards a formal qualification if they later choose to register for one that includes courses they have studied.

On the other hand, there are educational needs that are seldom met in formal courses, e.g. how to organise community initiatives, how to deal with government departments, the internet, or banks, or aspects of planning and managing that NGOs have taught for decades (DHET 2013a). Indications of what would meet needs of particular groups could be taken from NGOs and private learning institutions offering non-formal learning options that have proved effective and popular in rural and urban contexts. Needs that relate to current issues in society include ensuring food security, environment awareness, urban agriculture, global and technological trends and issues relating to civil society (personal communication, Sibongile Phakathi, principal of the Community College of KwaZulu-Natal Administrative Centre 2016). Also, non-formal options should include remedial programmes, options to learn a range of skills (Lolwana 2009), and awareness and information programmes on social issues such as alcohol and drug abuse and crime prevention (DHET 2012c).

As is repeatedly stressed in many of the documents referred to, community education options should be relevant to the context of the community served by each college, which might vary considerably since "rural areas of each province have different demographies, geographies, economies and cultures that shape the lives of rural people in fundamentally different ways" (DoE 2005a p.1). These options should allow ordinary South Africans, particularly those denied adequate education early in life, access to life enhancing learning. These learning openings should be accessible to groups or independent learners, should not necessarily be tied to any qualification, and should be accessible through flexible delivery options. This could include traditional direct contact delivery at the sites of community colleges, but should also extend to places of employment, community halls, places of worship, and to the kind of home-based learning that characterises the Family Literacy Project in KwaZulu-Natal and the *Kha Ri Gude* literacy campaign. In addition, this kind of learning should be made available using cell phone and tablet technology.

RELEVANCE AND OPTIONS

Courses offered by each Community College or satellite should be open to all in the community (DHET 2012c). The DHET Task Team of 2012 noted with concern the limited involvement of communities in adult and youth education, but also the interest and agency shown by community members in community education programmes in CBOs, and in possibilities for CETCs. Respondents to research conducted by this Task Team pointed to many negative issues affecting communities, including unemployment, poverty, poor service delivery and infrastructure, high school drop-out, teenage pregnancies, difficulties in accessing education and training, alcohol and drug abuse, crime, child abuse, youth suicide,

absence of ready work opportunities for those with technical skills, HIV/AIDS and TB, harassment of informal traders by police, boredom, the lack of libraries, and recreational, sport and cultural facilities (DHET 2012c). All of these factors depress the quality of life of many people, and all could be addressed to some extent in non-formal community education. Community Colleges should offer face to face and open and distant learning related to options such as:

- citizen and public education programmes,
- community organisation, including training for ward committees, school governing bodies, and community policing;
- voter education and political tolerance;
- resolving conflict in homes and communities without resort to violence;
- useful skills for home making and managing a household;
- optimal use of social grants;
- driver training and road safety;
- skills development such as plumbing, hairdressing, sewing, carpentry etc;
- community health care, and home-based care for the aged; care for those with HIV/AIDS and other chronic diseases;
- living with alcoholism, drug abuse or other addictions;
- para-legal issues, and understanding the law;
- support for SMMEs and cooperatives, and self-employed people, including small-scale manufacture, how to market crafts and produce, use of current technology to keep track of income and expenditure etc;
- ICT skills, especially in relation to smart phones and all the ways they make life easier, such as through cell phone banking;
- parenting and childcare; early childhood development;
- making effective use of new technologies for various purposes such as seeking information or marketing local products;
- practical subjects, gardening and market gardening, and cooperative crop growing or animal health and management, or other communal ventures;
- how to live in drought conditions;
- training to keep pace with ever faster technological change, both for individuals and to employers who need retraining for their work force;
- general interest classes on world politics, history, music, and so on.

(DHET 2012c; DHET 2013a; DHET 2015a; Lolwana 2009)

Offering learning opportunities such as these would have helped achieve at least some of the utopian goals of the 2030 Agenda for Sustainable Development. It would also have helped to achieve some of the aims of the Comprehensive Rural Development Programme (Nkwinti, 2009) such as equipping people to engage in production and business initiatives, ensuring that they use sustainable practices in management of water, livestock and crops, and to promote sustainable livelihoods. However, perhaps in the lowering of targets of the 2030 Agenda for Sustainable Development, lamented in the response to this document by the International Council for Adult Education (2015), is a seasoned acknowledgement of the long term difficulty of achieving quality education for all. This simply emphasises the need for our Community Colleges to be well resourced and well supported.

In addition to options such as those listed above, firms or people in employment should be able to find, at Community Colleges, learning opportunities that allow working adults clear options to increase their learning in their area of work or to access training that leads to new opportunities (HESA, 2011).

POSSIBLE PARTNERS

Community Colleges may work in formal partnerships with private educational institutions, or faith-based organisations or any other training centres, enabling them to work in synergy with initiatives that offer communities learning of value (DHET 2013a). As part of these partnerships, learning opportunities in relation to topics of the kind listed above could be provided in co-operation with NGOs, FBOs, NYDA and social movements. Where appropriate, space could be shared, or Community College centres could provide space for NGOs and CBOs to offer non-formal education programmes, or provide other support for whatever education institutions are functioning in an area to provide community education and enhance the quality of life of ordinary community members (DHET 2012c).

Adjunct to non-formal learning, and as part of the kind of partnerships described above, satellite centres of Community Colleges could be run in tandem with local initiatives e.g. a crèche / cooking school / soccer club / saving club / gospel choir / sewing group / any initiative that could facilitate good community health, sustainable livelihoods, communal income or resource generation or anything that is attractive in a particular community.

As well as these kinds of partnerships, there should also be the option of joining independent learning groups that meet at Community Colleges or their satellite centres and are allowed access to the facilities (including free internet access) there. There are almost infinite areas of interest that could be attractive to people for whom it would be worthwhile to form learning groups. E.g. people interested in learning how to use apps on smart phones, or acquire skills such as computer literacy, or manage budgets, keep track of expenses, cope with debt, or they may seek support for helping children or grandchildren with homework, or want to find ways of limiting crime in their communities, and so on. Some learning and interest groups simply need a place to meet, and require no further support. Others might ask for support from adult educators employed at Community Colleges. If they do ask for support, it should be given, and both these kinds if learning groups should be welcome.

Community radio and newspapers, and even links with national radio and TV could be used to publicise options, show success stories, and keep learners aware of learning options and the potential they afford, as well as to broadcast non-formal course content. Social media such as Facebook could also be powerful means to raise the profile of Community Colleges and increase public awareness of the range of learning options available through them.

SECTION 12

POSSIBLE MODES OF EDUCATION AND DELIVERY OPTIONS

Historically the PALCs offered a very restricted range of formal academic qualifications in ABE delivered in face to face contact classes. Levels offered have included
- Adult Basic Education and Training (ABET) levels 1, 2, 3, and 4 (NQF level 1), which could be equated roughly to the basic education in schools grades 3, 5, 7 and 9 (NQF level 1)[12] culminating in the General Education and Training Certificate (for Adults) [GETC[A]) and
- the old Senior Certificate.

The *White Paper* (2013a) talks of Community colleges as a new type of institution that "can offer a diverse range of possibilities to people for whom vocational and technical colleges and universities are not possible" (Section 3.9) and the 2015 *National Policy on Community Colleges* (DHET 2015a) says similar things (S 3.9) and spells some of the "good quality" **formal** and **non-formal** education and vocational training offerings that could be delivered (S 4.1 b) and c)), guided by (S 153):

> A holistic approach to education and training shall be adopted in order to offer learning options in which both soft and hard skills are developed within an integrated development framework that seeks to improve livelihoods, promote inclusion into the world of work and that supports community and individual needs.

OPEN LEARNING
The approach described above resonates with the concept of open learning defined in the *White Paper* (2013a p. 67) as:

> Open learning is an approach which combines the principles of learner centeredness, lifelong learning, flexibility of learning provision, the removal of barriers to access learning, the recognition for credit of prior learning experience, the provision of learner support, the construction of learning programmes in the expectation that learners can succeed, and the maintenance of rigorous quality assurance over the design of learning materials and support systems.

In its support for open learning in the post school sector, the DHET points to the need to use open learning as a base for our post-school sector, because of the necessity to meet a wide variety of student needs and cater for students from a range of different contexts (DHET, 2013a, p. 68). These are likely to include students who are mature adult learners,

---

[12] Although this basic education was supposed to be combined with skills training this only happened at isolated centres on a minute scale.

studying in their spare time after work, as well as teenagers who need to complete their schooling. In meeting their needs, Community Colleges will need to offer a wide range of programmes, **using different modes of provision so as to optimise accessibility**. This is a radically departure from offering only daily classes at fixed times at central venues in the style of PALCs. However, the opportunity to start the Community College system on this basis comes just as possibilities for delivering educational material via digital technology and e-learning are rapidly increasing, especially because access to smart phones, tablets and other new forms of digital technology is becoming commonplace, even among South Africans with minimal resources. Simultaneously fully online resources are rapidly becoming more varied and more accessible, even in rural areas. As noted in the *White Paper* (p. 68), these developments could be used to expand access, reduce costs and enhance quality of educational offerings; new South African Community Colleges could maximise their accessibility and the economy of their offerings by making use of these developments in digital and online technology as they become available. Failing to take advantage of these new technologies would ensure that Community Colleges position themselves as irrelevant and unattractive, especially to the newest generation of potential learners across the spectrum. It is therefore imperative that, as suggested in the *White Paper*, Community Colleges make the most use of opportunities to share infrastructure and online access points with whatever institutions are possibly interested in doing so in each context.

On pages 68-69 of the *White Paper* it is suggested that this might mean that the DHET, and other providers, will establish multipurpose educational facilities to facilitate access to learning programmes offered by different institutions in different ways in the same venue, thus maximising the value to be gained from investment in infrastructure. Suggestions of the use of digital technology have long been criticised because of the belief that it will exclude rural marginalised people, but in fact with the current rate of conversion to the use of digital technology, the opposite has come to be true, so that now, **not making use of digital technology and internet access at Community Colleges, with support to learners and community members in its use, will certainly ensure their further marginalisation.**

FORMAL, NON-FORMAL AND INFORMAL MODES OF DELIVERY

It is important to distinguish these three modes of learning as they are often confused:

Formal education
Formal learning is always organised and structured, and has learning objectives. Typical examples are learning that takes place in initial education at schools, or vocational training in a TVET college. Formal education is almost always certificated and its qualifications are recognised across learning institutions and even internationally.

Non-formal education
This is education that is also intentional, planned and structured but it does not lead to any kind of recognised certification or qualification, although evidence may be given in the form of a completion or attendance certificates. Non-formal education covers a wide range of programmes and events contributing to adult and youth literacy and education as well as

programmes on life skills, work skills, and social, cultural or religious development, or life enriching learning simply for the sake of interest and curiosity.

Informal learning
Informal learning is refers to educational and training interactions which are not institutionalised, not planned or structured and may not even be intentional. Informal learning may include learning activities that occur in family, workplace, local community and daily life. This learning is frequently based on intentional or unintentional modelling of skill or demonstration of understanding, accompanied by observation and adoption on the part of learners. Informal learning is often characterised by trial and error implementation of learned activities or skills.

The *White Paper* and *Policy* both insist that Community colleges should deliver formal **and** non-formal education. The *Policy* stated that colleges should offer The General Education and Training Certificate for Adults (GETCA) (DHET, 2015f), the Senior Certificate (amended) (Department of Basic Education, 2016) and National Senior Certificate for Adults (NASCA) (DHET, 2014).

The issue of whether Community Colleges could in future offer certain formal Higher Education (NQF level 5) Higher Certificate qualifications, as suggested earlier in this document, and by HESA in relation to TVET colleges (2011), needs to be considered.

The policy document lists (S 15.5) a number of examples of areas in which **formal and non-formal courses** could be developed in collaboration with various central government departments, local government, SETAs, and community organisations: Early Childhood Education, Community Development, Worker education, Plumbing, Construction, Carpentry, Electricity, Welding and Auto Body Repair, Motor Mechanics, Home Based Care, Civic Education, Cooperatives and Entrepreneurship, Parenting and Childcare, the Expanded Public Works Programme, Community Health Workers Programme, HIV /AIDS Education, Information and Communication Technology, and Arts and Crafts.

Many of these areas require staff, equipment and facilities which the CLCs do not currently possess, though some faith-based or NGO proto-community colleges do.

Non-formal courses (S 15.6) should take place on a 'needs' basis and be aligned to local contexts, employment and community development opportunities.[13] Examples given (S 15.7 a) to h)) are of: school governing body training, civic and citizenship education, small medium and micro enterprise training, cooperatives training, learner's and driver's licence, life skills, voter education, and consumer education. Many of these options, among others, could be delivered in Community Colleges and CLCs by CBOs and NGOs who provide programmes relevant to the context (DHET 2013a; DHET 2015a).

---

[13]The policy document refers to SAQA's *Guidelines for good practice for learning that does not lead to a qualification or part-qualification* (SAQA, 2015). However, very disappointingly, this document falls very short in that it depicts non-formal learning only as a precursor to formal learning and fails to take any note of its enormous potential intrinsic value as life enhancing learning in its own right.

Formal and non-formal courses need appropriate means of delivery. Currently all existing CLC provision is by conventional face to face instruction usually in day school premises after hours and with very little support by way of study materials.

The White Paper (2013a p. 22) notes that:

> Initially, community colleges are envisaged to be largely contact institutions, providing face-to face education. However, they will make use of information and communications technology (ICT) for teaching purposes, including open learning resources. In the longer term, the DHET will consider establishing dedicated distance education capacity at one or more of the community colleges, with the requisite resources and capacity to provide education and training opportunities to eligible youth and adults who are unable to attend face-to-face institutions.

The *White Paper* (2013a p 52) further notes that access to technology and good administrative and learning support would be essential for community colleges to offer learning on a distance basis, and (in S 7.2.2) that:

> … a substantial number of learning support centres throughout South Africa that will serve as sites for the support or provision of distance education programmes. They could provide educational, administrative and logistical support, as well as access to digital and online materials, including access to online library services. Such centres could include the community colleges, underutilised facilities at high schools, colleges and university campuses. They could also be used for contact sessions, particularly in the evenings, over weekends and during school holidays. Multi-Purpose Community Centres and library networks should also be used. The DHET supports the idea of libraries reinventing themselves as learning support centres and offering assistance in activities such as writing skills, group learning and cooperative learning. Such centres are important because the targeted student community will, in the main, need considerable face-to-face support. However, with increasing access to connectivity and mobile technology, the emphasis of student support may shift somewhat to online approaches.

Chapter 7 of the *White Paper* includes an extended discussion of the possibilities of enhanced course and material design processes, distance education, e-learning, and digital open education resources (OERs).

Constraints to be overcome in using materials-based courses, distance education and various forms of e-learning include the following:

- most teachers in the existing system are used to a very traditional lecture type mode of teaching and have difficulty imagining less traditional modes;

- good materials and online resources have high initial costs in the developing and trialling phase;
- very few existing CLCs have computers or internet connectivity, and costs of data in South Africa are very high;
- because most potential Community College learners have an educationally disadvantaged background, they are underprepared for anything other than the most traditional and simple forms of study and do not have the sophisticated reading abilities and computer skills needed to use online education materials.

The potential benefits of more digital resource-based forms of instruction include the following:

- Recorded lessons taught by exemplary teachers can be delivered via video and/or the internet to classes taught by less experienced or poorly trained classroom teachers
- With investment in well-developed and well trialled digital materials for courses commonly offered in Community Colleges, the system could have a bank of effective and easily deliverable electronic materials that could be cheaply and easily distributed in the long term
- whole curricula, for instance of subjects at different ABE levels and Senior Certificate, could be made available on cheap tablets at a fraction of the price of printing books for learners; in addition, the electronic format allows easy and regular updating, revision and extension of materials
- blending the use of materials (whether print or electronic) with various forms of fact-to-face interaction with lecturers allows learners to develop competence in the use of both print and electronic media
- An online facility would enable educators to access material that they could use to teach more effectively, and increase accuracy in administration systems including those concerned with learners' marks and long term tracking of learners
- The system would facilitate RPL, in that it would enable multiple ways of submitting evidence of competency and learning ("One Process RPL systems")
- Introducing hitherto marginalised South Africans to the digital world via free internet access and coaching in the use of digital devices is the only way to ensure that their marginalisation is not further entrenched.

While issues relating to copyright and the types of open access will need refining in the near future, possibilities inherent in the use of current technology for offering a range of learning options in a variety of modes of delivery is likely to be key to the extent of success of the planned South African Community Colleges. Approaches such as the one outlined in the following vignette from Zambia should certainly be considered in the South African context.

Vignette 3: The use of video and digital technology as a medium for education in Community Schools in Zambia

Barriers to learning in the context of these schools include great distances between them and urban centres, high poverty levels, limited infrastructure, poor teacher training, and limited resources to invest in education. Traditional understanding of teaching here is that it is chalk and talk, and of learning that it is memorisation and recall rather than the development of critical reasoning and understanding. The South African Institute for Distance Education (SAIDE) was approached by the Roger Federer Foundation to develop a 20-week course on interactive learning and teaching methods for volunteer teachers in Zambia. A task based approach is being used, with learners collaborating on authentic tasks, including planning and delivering a multi-grade lesson. Course content will be loaded onto mobile tablets through an app developed by SAIDE. This app allows all content including videos to be uploaded onto the tablets and accessed offline. Solar chargers are made available to schools without electricity. Teachers are expected to watch the videos which exemplify interactive learning in study groups, and to work together to plan similar learning activities. They are then requested to video each other as they implement the learning activities in their classes or in role play, and discuss each other's implementation of the techniques in the study group, thus completing a cycle of input – discussion – action – reflection. The learning materials used in this project will be made available by the funder (the Roger Federer Foundation) as open educational resources (OER), available for free general use. (SAIDE, 2016)

RECOMMENDATIONS:

1. In meeting the needs of their particular communities, Community Colleges will need to offer a wide range of programmes, using different modes of provision so as to optimise accessibility.
2. Community Colleges could offer certain formal Higher Education (NQF level 5) Higher Certificate qualification.

Section 13

Community Colleges and community engagement

Colleges of the community

The *National Policy on Community Colleges* (DHET 2015a, S2.2) sees these colleges as "located within and contributing to local needs and local development, building social agency and social cohesion" (DHET 2012b). The kind of community college seen in the White Paper is accessible to all within reach (either through physical proximity or, as foreseen in the *White Paper*, through electronic technology) but in particular, with ensured access for people whose education was limited in the previous political era, and for other marginalised groups, such as people who are disabled, in poor health or in isolated communities. Lolwana warns that although institutions may be physically within communities, they may yet be psychologically and financially distant from them (DHET 2009), and Community Colleges will need to actively work against the perception of distance of any kind.

The focus on community in the CETCs and CLCs is as much a matter of location (easy access for youths and adults) as it is a matter of orientation, locating this sphere of adult and youth education in communities with strong links to communities in their varied forms, to NGOs and CBOs, to local government and the local economy and labour markets". This view is restated in the report of the 2012 DHET Task Team on Community Education and Training Centres (DHET 2012c).

The above policy statement clearly refers to communities of people living within a geographical space, and with some sense of shared identity, and it is generally understood that Community Colleges will serve these communities, particularly those denied a good education in the past.

Effective centres of adult learning have particular features in common in terms of relating to the communities they serve:

- They use existing channels of communication (such as ward meetings, church functions, political party gatherings etc.) to raise awareness in their communities about adult education
- Word of mouth advocacy of their learners is a powerful channel of recruitment, but they also engage in active recruitment, seeking public support from high profile community members, and advocacy from their own successful graduates;
- Good communication with local offices of the Department of Education, which aids filling posts and accessing resources;
- Good relationships with local businesses, who may help with sponsorship, send workers for (possibly customised) training and offer places to graduates;
- Communication with TVET colleges with associated opportunities for vocational training and progression for learners;
- Awareness of and use of opportunities for local collaboration for mutual benefit; (Rule et al. 2016).

As part of accessibility, and in line with the White Paper (DHET 2013a) and The National policy for the monitoring and evaluation of Community Education and Training Colleges (DHET, 2016b), Community Colleges and their satellite centres should provide internet access at no cost to independent learners using any online course, to users of open access resources, and distance learners registered at colleges or universities in other centres. This would be a practical contribution towards the development of more equitable and stable communities, serving to allow individual people to access information they may be seeking as they struggle to find avenues out of poverty and access to improved living. Access to the internet may now be a necessary condition for economic and social development.

EXTERNAL LINKS

If the concept of community is expanded to government departments, then Community Colleges should also serve the many government departments responsible for post-school education of public servants. These include the national Departments of International Relations and Cooperation, Correctional Services, Defence, Police, Water Affairs and Forestry, the Intelligence Services, the Public Administration, Leadership and Management Academy (PALAMA) for training in the public service, and training institutions operated by provincial governments and municipalities including nursing and agricultural colleges.

With a view to linking work integrated opportunities with formal or non-formal Community College programmes, there should be collaboration with the Department of Trade and Industry, the Construction Industry Development Board, the Expanded Public Works Programme (EPWP) of the Department of Public Works, the local economic development programmes of municipalities, the state's infrastructure development programme, and economic and social development initiatives such as the Community Development Workers and Community Health Workers programmes (DHET 2013a).

Similarly, as has been suggested for TVET Colleges (Lolwana 2009), Community Colleges should establish relations with organisations and companies that could become involved in various ways in education and training programmes allied to their business interests, especially in the provision of practical experience in apprenticeships, learnerships, internships and WIL components of other qualifications. The goal for 2030, just 13 years from now, is for one million people to be enrolled in Community Colleges, which should be geared to meet needs of people in their vicinity, and offer skills training including courses that link directly to skills needs in industries and other potential employers near them. For colleges to be providers of skills that "offer a route out of poverty" (DHET 2013a p.11) it is imperative for local industries and other potential employers to be involved in planning and assuring the quality of training courses, and offering work placement and internship opportunities to community college learners and, as far as is practicable, sourcing products from locally trained entrepreneurs. If this was achieved, community colleges would bridge gaps between different parts of the surrounding community, and serve as a catalyst to reduce unemployment and address the much reported skills gap.

Collaboration of Community Colleges with NGOs and CBOs would be useful. This is especially so with organisations with well-developed curricula as part of their community education work, and programmes that link directly to immediate community concerns and target vulnerable groups within communities (DHET 2012c). This sort of cooperation could

be mutually beneficial. Many NGOs and CBOS have extremely limited resources, and are trying to weather a decline in donor support. New accreditation requirements, including the new regulation requiring expensive registration with UMalusi, can cause NGOs to close, as it has done with Share Adult Learning Centre in the Western Cape (personal communication: Lin Helm, 23 June 2017). The loss of this kind of organisation is a serious blow to adult and community education in the region. It would be far better for South Africa's post school sector if NGOs were supported (DHET 2012c), especially as requirements for accreditation can be bureaucratic rather than a measure of value in terms of community education.

Community initiatives that emerge spontaneously within communities in response to particular needs may be strengthened through collaboration with Community Colleges and CLCs, who should mobilise all forms of education, and maximise the use of available resources in the service of communities (DHET 2012c), combining the use of these wherever possible with resources they may be able to access from outside communities. Participation of all adults and youth seeking to be involved in community development projects associated with Community Colleges and CETCs would be beneficial both to the people involved as well as in bonding the community with the college.

With regard to the community of educational institutions, it would clearly make sense for Community Colleges to establish and maintain strong links with schools, other colleges (both public and private) and popular education initiatives in their areas, and with departments in HEIs concerned with adult, community and post-school education, who sometimes have particular strengths in popular citizen and community education. Following from this, a worthwhile investment of public funds would be in articulation programmes among institutions.

Where SETA funding is available, Community Colleges and CETCs should access this funding for the benefit of their communities (DHET 2012c).

RECOMMENDATIONS:

1. Community Colleges must locate themselves firmly within local communities, meet local needs and contribute to local development.
2. Good communication with all stakeholders is essential for Community Colleges to function effectively.
3. Government departments should use the services of Community Colleges for upskilling their workers.
4. Community Colleges should strive to offer educational opportunities that appeal to business enterprises within their reach.

SECTION 14

QUALITY ASSURANCE OF COMMUNITY COLLEGES

WHAT AND WHY OF QUALITY ASSURANCE

Quality assurance and control in education, and particularly in Community Colleges needs to address multiple factors in combination. These include, but are not limited to, the environment, content of courses, managerial competence, resources, the performance of educators and administrators, student engagement, teaching and learning in both formal and non-formal offerings, assessment of students, students' transfer of learning to contexts outside the college, engagement with local communities, communication and collaboration with other learning institutions, and lines of communication and cooperation with other government departments. An important function of the quality assurance of Community Colleges, especially in relation to the range of courses and non-formal options that they are encouraged to offer will be to protect learners from the predations of "fly-by-night" or bogus providers who might well attempt to use opportunities at Community Colleges to make money rather than to offer something of value.

Good quality assurance is more concerned with avoiding disasters and outputs of poor quality than with correcting faults once they have occurred (Adegbesan 2011). Factors that facilitate the achievement of goals and mitigate against failure and poor performance are well enforced internal policies and guidelines, and procedures that increase the likelihood of good performance of staff (Moldovan 2012; Ojo 2007), and, importantly, are accepted by staff who understand their value and share a sense of group responsibility for ensuring quality in the institutions they work for. Monitoring and evaluation must be embedded in the system and not just an optional extra to be added on now and again. An easily appreciated instance of this in the transport industry is the strict adherence to safety standards in airlines with good track records, as opposed to the general disregard for traffic regulations and the high incidence of trauma on our roads.

The most obvious empirical indicator of good, effective work in an educational institution is the performance of its learners in external assessments[14]. A more subtle, but possibly more potent indicator is the level of satisfaction of learners. For Community Colleges, especially in view of the range of activities and non-formal learning they should offer, this may be an even more salient factor than marks in external examinations. With their principals, teaching staff will be the most important resource for learners in Community Colleges, and the level of performance of educators and the management team will be the most salient factor in determining both the level of performance of these colleges and the extent to which the adults and youth who come to the college are satisfied with what they get there.

Overall, it is important that quality assurance is not mechanistic but is always context specific in order to serve the particular purpose for which it is needed. Therefore, flexibility rather than prescription is needed in the quality assurance system.

---

[14] This indicator suggests a low quality of work in PALCs where the national completion rate of learners registered for ABET Level 4 (where most learners in the system are registered) was only 38% in 2013 (DHET 2015)

Quality Assurance in all South African educational institutions relates to the General and Further Education and Training quality Assurance Act number 58 of 2001. In the Community College system, Umalusi (i.e. the Quality Council for General and Further Education and Training) will be responsible for assuring the quality of formal academic or vocational qualifications or part qualifications at NQF levels 1 – 4, and it may also recognise some non-formal learning after an assessment process (DHET 2014a). The Quality Council for Trades and Occupations (QCTO) will be responsible for assuring the quality of occupational qualifications or part-qualifications (DHET 2015a). CLCs offering qualifications culminating in a summative national examination administered by DHET must be registered as a DHET examination centre (2015a).

Umalusi has thus far conducted quality assurance for ABET level 4 qualifications (NQF 1) offered in PALCs, and Levels 1 – 3 have been internally evaluated (DHET 2015f). Also, Umalusi works with SAQA to maintain a "national learner's records database comprising registers of qualifications, part qualifications, learner achievements for formal learning, and any other associated information," (DHET 2014a). However, currently the knowledge base available to inform the development of programmes in community and adult education is not strong (DHET 2012c).

HESA questions whether the establishment of three separate quality councils established by the NQF Act 67 of 2008 (HEQF, QCTO and Umalusi) can facilitate articulation between different South African education and training sectors, and suggests that an understanding of all the different types of institution in a region is necessary to foster inter-institutional cooperation and articulation (HESA 2011). This will become more of an issue if open and distance modes of delivery expand as suggested, since quality must be assured in all forms of delivery (DHET 2013a). Without doubt, quality assurance of non-formal options is less clear cut and more demanding than formal learning options with established frameworks.

NECESSARY CONDITIONS FOR GOOD PERFORMANCE

For educators to perform well it is vital, in both formal and non-formal contexts, that:

- educators fully understand what they are teaching, and are conversant with a range of teaching strategies appropriate to the content and their learners;
- educators are able to take into account the contexts of their learners with sensitivity;
- new staff are well introduced to effective internal policies, guidelines, and procedures
- all staff are given ample support in adhering to effective internal policies, guidelines, and procedures, combined with insistent expectation that they will work in accordance with them;
- staff are offered ongoing opportunities for effective academic and professional development, as opposed to token options where a department official reads documents to educators;
- where educators prove to be ineffective, and do not respond to opportunities and offers of support to improve their performance, there should be a definite means of removing them from the entire Community College system, as opposed to declaring them as surplus and transferring them to a different college;

- supervision of staff should include giving them advice, mentorship, encouragement, and stimulation (Ojedele, 2007).

Management structures and committees certainly contribute to the level of performance of educational institutions, and therefore, effective functioning of Community Colleges will depend partly on the effectiveness of internal management as well as on external bodies and councils. The extent to which the community feels that the college is relevant to their needs and life as a community, and the extent to which business and potential employers within reach of the Community College see the college as providing learning and activities that relate to their training and development needs is vitally important.

To ensure that community education programmes provide high quality education and meet learners' needs, regular, on-going internal monitoring is necessary, as is periodic external evaluation of programmes, which should investigate the extent to which programmes are meeting their aims (DHET 2012c, DoE, 2006). Capacity should be developed within Community Colleges to recognise the need for evaluation exercises, devise terms of reference for them, and run internal quality assurance exercises or commission external quality assurers as appropriate.

In the South African context, a concerted effort is needed to shift perceptions that have stigmatised ABET in the past and that see post school education at any institution other than a university is substandard. People are more likely to be persuaded of the quality and relevance of the education and training offered by Community Colleges if quality assurance mechanisms are rigorous and coherent (HESA 2011) and include evaluations of the work of educators or lecturers. This kind of assurance could facilitate articulation between different post school institutions.

All effective monitoring and evaluation requires good channels of communication of accurate data, and data collection systems should form part of a consistent framework of evaluation (DHET 2012c). Quality assurance is facilitated where policy formulation and implementation is well coordinated, preferably under one body, and hindered when responsibilities are fragmented (Cloete, 2009).

Areas identified by the 2012 DHET Task Team as needing research include:

- the theory and practice of community, adult and youth education and training, including the teaching of literacy;
- the relative value and appropriate uses of varying methods;
- the use of diverse resources;
- barriers to participation; and
- the impact of programmes on participating adults and youth and their communities.
(DHET 2012c).

Since the publication of the report of this Task Team, there have been some studies that have addressed these areas, but with little coordination. As suggested in the report of this Task Team (DHET 2012c), this research needs to be taken into account and extended to adequately inform the development and enhancement of Community Colleges and CLCs.

Effective, unrelenting quality assurance from the start of the new Community College system will be necessary to ensure that the system functions well. South Africa is, tragically, not short of examples of institutions that have not been subject to good quality assurance. For instance, while our TVET Colleges have vastly increased their of enrolment, only 2% of them complete their courses in the expected time, and only 10% complete 3 year courses within 6 years (DNA Economics 2015). Properly implemented, relentless quality assurance will be needed to ensure that the new Community College system does not suffer this kind of lamentable failure.

Vignette 4: Quality Enhancement Mechanisms of the Lesotho Council of Higher Education

In its quest to enhance the quality of higher education, the Lesotho Council of Higher Education developed a quality assurance framework and alerted HEIs to the importance in setting and maintaining value standards and familiarized with this quality assurance framework.

An induction process involved workshops on required processes and products of quality assurance and technical support. Training addressed the nature of institutional audits, reasons for conducting them, how they are conducted, and challenges likely to be encountered in quality assurance. Participants gained understanding of criteria used in a quality assurance audit, on what constitutes empirical evidence, and how to plan remedial actions for shortcomings. In the training, participants discovered ways to address what they had thought to be insurmountable problems. The most common problem addressed was poor record keeping within institutions, and the challenge of using a common audit framework among the group of HEIs, which included public and private universities, and nursing, agricultural and commercial colleges, offering certificates, diplomas and degrees. Issues and processes were discussed at length in plenary sessions and this served to ensure general understanding of different aspects of quality assurance among participants. Importantly, throughout the process, the emphasis was on quality assurance as a supportive improvement exercise rather than simply a compliance routine.

After the training, organisations ran mock audits with the guidance of a professional experienced in quality assurance, and with the participation of colleagues from other HEIs. This served to consolidate understanding, reveal areas of inadequate understanding and to stimulate collaboration around quality assurance among the country's HEIs. At the end of 2016, 70 programmes had been accredited.   (South African Institute of Distance Education 2016).

This vignette outlines a process of development of a quality assurance system that could be a useful model for the initiation of a quality assurance system for our Community Colleges.

RECOMMENDATION:

That the quality assurance of Community Colleges be regarded as a necessary condition for good performance and positive outcomes of the system.

SECTION 15

CONSIDERATIONS FOR THE PILOTING AND ROLLOUT

IMPLEMENTING THE PLAN

According to the DHET website, nine community colleges have been established, one in each of our nine provinces, and 3 279 adult and training centres have been incorporated into the system. However, the nine centres that have been established are not actual Community Colleges. They are administrative offices from which the Community Colleges in each province will be administered.

The plan as expressed in the draft policy on *Staffing Norms for Community Education and Training Colleges* (DHET 2016d) is for there to be 52 colleges, suggesting that there will be one per each of our 8 metropolitan municipalities and one per each of our 44 district municipalities. This however would not make sense considering the range in area of these municipalities (from 1, 645 km² of the City of Johannesburg to 103 410 km² of Pixley ka Seme District Municipality in the Northern Cape) and their range in population (from 4,949,347 in the City of Johannesburg to only 74,247 in the Central Karoo District Municipality) (The Local Government Handbook, 2017). The enormous, sparsely populated districts would be served by small centres of learning scattered across them in a pattern that ensures optimal accessibility for their citizens, and the metros by large colleges that may be close together but that also ensure optimal accessibility for the people they serve. This seems to be what is envisaged in the draft policy on *Staffing Norms for Community Education and Training Colleges* (DHET 2016d), since the number of allocated posts listed in the draft policy averages 171 per province, and ranges from less than 50 for the most sparsely populated province and more than 400 for the most heavily populated.

This draft policy states that Community Colleges will be classified according to verified FTEs:
> Small colleges will have from   700 – 1500 FTEs
> Medium colleges will have from   1501 – 2500 FTEs
> Large colleges will have more than 2500 FTEs.

It also states that these Community Colleges will have subsidiary sites, CLCs (CLCs), also classified according to their numbers of FTEs:
> Small CLCs will have from   201– 350 FTEs
> Medium CLCs will have from   351 – 500 FTEs
> Large CLCs will have more than 551 - 699 FTEs.

Next in line will be Satellite centres with a minimum of 75 and a maximum of 200 learners. All these categorisations will be subject to review every three years (DHET 2016d).

The fact that these figures seem to be based only on learners registered for formal courses is a concern, since it gives no weight to the non-formal education stressed as important for Community Colleges in foundation documents including the White Paper (DHET 2013a), the Continuing Education and Training Act of 2006, the vision statement developed in 2014 by

the DHET and stakeholders (South African Institute of Distance Education, 2015), and the National policy on Community Education and Training Colleges (DHET, 2015a).

In terms of class size norms, planned ratios of staff to learners are

1: at least 20 for AET levels 1 – 3,
1: at least 25 for AET level 4/NQF level 1, and
1: at least 30 for NASCA.
Skills programmes should have an enrolment of 15 – 30

Posts will be distributed amongst Community Colleges according to student numbers, weighted to slightly favour NQF 1and skills training over GETC, and language, maths literacy and life orientation over other subjects.

SYSTEMS NEEDED

For the pilot to be an effective starting point of the rollout of the new Community Colleges successful, several management systems will need to be put in place. These include:

- a comprehensive and user-friendly EMIS system
- ongoing monitoring and formative evaluation
- ongoing planning and delivery of INSET training for educators and managers
- ongoing feedback to HEIs delivering PRESET training

As each CLC is established, a survey of needs and resources should be conducted in the area it will serve. This survey will yield info about:

- needs in the area, and simultaneously publicise the CLC and its readiness to respond to local needs and requests
- organisations / initiatives in the area that it might cooperate with for mutual benefit.

EMERGENCE OF THE NEW

Barriers preventing potential learners from attending classes at ex PALCs are well known (ETDP SETA 2012). A completely new mind set is required true transform the ex PALCs into a truly functional, attractive Community College system. This will not be achieved by more of the old, i.e. more of the same kind of 'orientation programmes' for teachers, or more of the same kind of content and courses. We need to do things differently because we see things differently.

The most powerful game changer available now would be to provide Community Colleges and their satellite centres with the equipment needed to become Wi Fi hotspots and provide free internet access at no cost to learners and community members. This would be perceived by communities, educators and officials alike as a dramatic shift, with the potential to reset expectations and herald the advent of a new institutional form. A whole range of further positive changes (and opportunities) would automatically follow the shift:

- educators would need supportive, practical, on the job training in the use of the technology, navigation of the internet and guidance in how to use it; this would

upgrade their practice and give them an opportunity to catch up with current expectations of educators

- it would be possible to have ongoing development and updating of a database (i.e. a huge bank) of digital material that could be relevant to South African learners and easily adapted to the needs of different groups of learners;
- blended learning would become possible, where learners learn both from their regular educators as well as from Open Access Educational Resources including demonstrations and interactive exercises and texts;
- Community Colleges could accommodate learners engaged in studying Massified Online Open Courses (MOOCs) offered free by many of the best universities in the world as non-formal learning (they require payment if you want their degree, but they offer the learning knowledge freely). For examples see https://www.mooc-list.com/
- Wide adoption of smart phones and tablets has resulted in many tech savvy young people across the country. The barrier they face is the cost of data which is very high in South Africa, as noted by our Minister of Economic Development, Ebrahim Patel in a call to suppliers on 22 July 2017 to drop the cost. Free access to the internet would allow people to access information they may be seeking as they use their own initiatives to find avenues out of poverty and access to improved living, thus providing a powerful lever for economic and social development.

Creating Wi FI hotspots in Community College learning sites would be the best way to position them to stay current with new developments. Conversely, not incorporating access to the internet in the plan for Community Colleges will mean condemning them to permanent, poorly resourced, third world status, left behind in relation to comparable learning institutions elsewhere.

If there is real intention to set the Community College system on a development track that differs from that of the PALCs, they should offer facilities (in addition to internet access) that overcome barriers to learning, including the central one for women of having to see to children's needs. This facility could incorporate a crèche, a homework club (since many caregivers are unable to help their children with their homework) / a toy library / a Nali Bali club where Grade 12s and/or literacy learners could practise reading to children and consolidate their literacy learning as they do so. Other learning options that would encourage general participation at CLCs include driver training / computer skills training, and invitations to local stokvel groups, burial clubs, church groups and mobile clinics to meet on the premises. Income generation projects, especially those that simultaneously improve conditions in the surrounding community will be important. An important option to consider here is recycling of waste and other used commodities, which offer opportunities for community members to gain some income while improving living conditions in their surroundings. Opportunities for skills training and income generation are increasing with increased attention to waste as a source of energy and reusable substances, and CLCs are optimally placed to deliver on this opportunity. A cooperation agreement with the South African Technology Network (SATN) might be useful to drive this opportunity to the next level.

It is not known to the writers whether the processes underway related to the establishment of the new Community Colleges are being "closely monitored and evaluated to assist the DHET in resolving a number of issues" as the White Paper stated they would be. This is because these processes have involved the establishment and meetings of councils, and appointment of key staff rather than the actual start of a new learning system that can be accessed by learners. Therefore the monitoring envisaged in the White Paper, such as formative evaluation of "management systems, core teaching and administrative staffing requirements, curriculum, minimum numbers of learners, governance arrangements, basic facilities, infrastructure and funding requirements, and quality assurance arrangements" (DHET 2013a p. 24) is not yet possible. Only once real pilots get to the point of being initiated can the formative evaluation process mentioned above start to take shape.

The *White Paper* does recognise that the process of transformation and expansion of the "very weak infrastructure in the PALCs" (DHET 2013a p.23) will take time, as will the development needed in order to reach the target of enrolling one million students in Community Colleges by 2030, thus in effect quadrupling the PALC enrolment.

CONCLUSION

A fitting conclusion to this document comes directly from the DHET's 2012 Task Team in its Report on Community Education and Training Centres (DHET 2012 p. 36-37):

> The proposals for a new institutional model for post-school provisioning to adults and youth learners are based on the following normative and empirical assumptions:
>
> - Literate and better educated youth and adults can improve their life chances, health, standards of living, societal engagement and occupationally-based social status and those of their children (and improve their educational prospects);
> - Education is a key contributor to equality and social mobility; adult and youth education are therefore critical to the development of opportunities for all;
> - The real costs of illiteracy and under-education (in terms of lost productivity, skills shortages, lack of competitiveness and entrepreneurial capabilities) are staggering;
> - The community education and training paradigm internationally represents an approach to adult learning that seeks to facilitate a cycle of lifelong learning in communities, offering pathways to enable the development of skills, (including literacy, numeracy and communication) and to enhance personal, social, family and employment experiences. It further seeks to assist community organisations, local government, industry and individuals to work together to develop and enhance their communities, by building on their existing knowledge and skills;
> - Adult education provision should move away from a narrow focus on basic literacy towards continuing and lifelong learning and consequently a need for the more varied institutional forms (and governance models) associated with continuing education in a complex society;
> - Thus, in a fast-changing world in terms of knowledge, technology, labour market and information, it is no longer enough to only educate the young; citizens of all ages have to deal with a changing country and world; and
> - Non-formal and popular education plays an important role in community, national and individual development and empowerment; and can therefore contribute to social cohesion, participatory democracy and sustainable communities.

As a radical departure from the night school and PALC models of provision of adult education, the new Community Colleges are well positioned to realise the potential in the statements above. What will be needed in terms of implementation is a readiness to affirm the shift in terms of form and focus from the old PALC model to the new Community College model in all the areas of operation described in the preceding

chapters. This shift will be given great impetus if the recommendation that Community Colleges be set up as WiFi hotspots that provide internet access at no charge to learners and community members is accepted and implemented as a central kick-start strategy. Although this may be initially costly, in the long term it will cut costs dramatically as it enables Community Colleges to take advantage of all that internet connectivity can offer to modern institutions. It would provide not only the platform to transform state provided adult education, but also the point of focus for the television and radio publicity campaign that will be necessary to bring the launch of Community Colleges to public attention.

RECOMMENDATION:

That the piloting of Community Colleges should be used to implement and test the recommended changes between the old PALC system and the new Community College system before the rollout and full scale implementation.

REFERENCES:

Adegbesan, S. O. (2011). Establishing quality assurance in Nigerian education system: Implication for educational managers *Educational Research and Reviews*, 6(2), 47-151.

African National Congress (1992) Ready to Govern Policy Guidelines http://www.anc.org.za/docs/pol/1992/readyto.html Accessed 5 July 2017

Aitchison, J.J.W. 2005. *Report on the Roundtable on literacy and ABET called by the Minister of Education at Midrand on 29 April 2005.* Pietermaritzburg: Centre for Adult Education, University of KwaZulu-Natal

Blom, R. 2011. The size and shape of private, post-school education and training provision in South Africa a study for the Department of Higher Education and Training. Centre for Education Policy Development (CEPD)

Catholic Institute of Education. 2014. Comment on the Draft National Policy for Community Colleges http://www.cie.org.za/images/uploads/Comment%20on%20the%20Draft%20National%20Policy%20for%20Community%20Colleges1x.pdf Accessed 7 January 2017.

Cloete, N. (Ed) 2009. *Responding to the Educational Needs of Post-school Youth Determining the Scope of the Problem and Developing a Capacity-Building Model*. Wynberg: Centre for Higher Education Transformation (CHET).

Cosser, M. 2010. *Expanding post-school provision: proposal for the division of FET colleges into community colleges and colleges of technology. Discussion paper, PSE Task* Team. Pretoria: Department of Higher Education and Training

DNA Economics 2015. *Performance and Expenditure Review: Technical and Vocational Education and Training*. National Treasury.

Department of Basic Education. 2016. *Senior Certificate (amended).* Pretoria: Department of Basic Education http://www.education.gov.za/Curriculum/SeniorCertificate(amended).aspx

Department of Economic Development. 2013. *New Growth Path Accord 6*: Youth Employment Accord.

Department of Education. 1997. *Policy document on adult basic education and training*. Pretoria: Department of Education

Department of Education. 2005. *A National Framework for Teacher Education in South Africa: Report of the Ministerial Committee on Teacher Education*. Department of Education.

Department of Education. 2005a. *Report of the Ministerial Committee on Rural Education.* Department of Education

Department of Education. 2006. *Ministerial Committee on Literacy Final Report to Minister of Education*. Department of Education.

Department of Education. 2006a. *The National Policy Framework for Teacher Education and Development in South Africa*: Department of Education.

Department of Education. 2009. *National Norms and Standards for Funding Further Education and Training Colleges (NSF-FET Colleges). Government Gazette*, No. 32010, 16 March 2009, pp. 3-39

Department of Education. 2009a. *The Interim General Education and Training Certificate (GETC)* Adult Basic Education and Training (ABET) Level 4, A Qualification at Level 1 on the National Qualification Framework. *Government Gazette*, No. 32793, 11 December 2009, pp. 3-5

Department of Higher Education and Training. 2009. *After School, What? Opening wider and more flexible learning pathways for youth. Post-compulsory and post-schooling provision in South Africa. Ministerial Committee Final Report March 2009*. Pretoria: Department of Higher Education and Training

Department of Higher Education and Training. 2012a. *Green Paper for Post-School Education and Training*. Pretoria: Department of Higher Education and Training

Department of Higher Education and Training. 2012b. *Report on the Task Team on Community Education and Training Centres. October 2012*. Pretoria: Department of Higher Education and Training

Department of Higher Education and Training. 2012c. *Report of the Task Team on Community Education and Training Centres. Summary*. Pretoria: Department of Higher Education and Training

Department of Higher Education and Training. 2013a. *White Paper for Post-School Education and Training*. Pretoria: Department of Higher Education and Training

Department of Higher Education and Training. 2013b. The Ministerial Task Team on the Establishment of a South African Institute for Vocational and Continuing Education and Training. Power Point Presentation on SAIVCET.

Department of Higher Education and Training. 2014. *Policy for the National Senior Certificate for Adults: A Qualification at Level 4 on the General and Further Education and Training Qualifications Sub-framework of the National Qualifications Framework. Government Gazette*, No. 37965, 2 September 2014, pp. 3-24

Department of Higher Education and Training. 2014a. *Policy for the General and Further Education and Training Qualifications Sub-framework of the National Qualifications Framework. Government Gazette*, No. 38029, 29 September 2014, pp. 3-48

Department of Higher Education and Training. 2015. *Statistics on Post-School Education and Training in South Africa: 2013* Pretoria: Department of Higher Education and Training

Department of Higher Education and Training. 2015a. *National Policy on Community Colleges. Government Gazette*, No. 38924, 3 July 2015.

Department of Higher Education and Training. 2015b. *National Norms and Standards for Funding Community Education and Training Colleges. Government Gazette*, No. 39381 9 November 2015.

Department of Higher Education and Training. 2015c. *Policy on Minimum Requirements for Programmes Leading to Qualifications for Lecturers in Adult and Community Education and Training. Government Gazette*, No. 38612 27 March 2015.

Department of Higher Education and Training. 2015d. *Annual performance plan 2015/16*. Pretoria: Department of Higher Education and Training

Department of Higher Education and Training. 2015e. Regulations on the Assessment Process and Procedures for Adult Education and Training (AET) on the National Qualification Framework. *Government Gazette*, No. 36463, 15 May 2013, pp. 3-30

Department of Higher Education and Training. 2015f. *Policy for the General Education and Training Certificate for Adults. Government Gazette*, No. 39218, 18 September 2015, pp. 4-39

Department of Higher Education and Training. 2016. Ministerial Committee/ Task Team Reports: Presidential Commission on Higher Education and Training 5 October 2016. Power Point Presentation http://www.justice.gov.za/commissions/FeesHET/hearings/set2/set2-day03-DHET-Presentation.pdf Accessed 20 January 2017.

Department of Higher Education and Training. 2016a. *2000 to 2008 first time entering Undergraduate Cohort studies for Public Higher education institutions*. Pretoria: Department of Higher Education and Training

Department of Higher Education and Training. 2016b. *National policy for the monitoring and evaluation of Community Education and Training Colleges. Government Gazette*, No. 39867. 30 March 2016.

Department of Higher Education and Training. 2016c. *National Qualifications Framework Act 67 of 2008: Draft Articulation policy.* Department of Higher Education and Training.

Department of Higher Education and Training. 2016d. *Draft Policy on Staffing Norms for Community Education and Training Colleges.* Department of Higher Education and Training.

Department of Higher Education and Training. 2017a. *Ministerial Committee on the review of the funding frameworks of TVET Colleges and CET colleges. Report*. Pretoria: Department of Higher Education and Training

Department of Higher Education and Training. 2017b. *Ministerial Committee on the review of the funding frameworks of TVET Colleges and CET colleges. Information Report and Appendices*. Pretoria: Department of Higher Education and Training

DHET   *See* Department of Higher Education and Training

DNA Economics. 2016. *Volume 5: Financing options for the implementation of the White Paper on Post School Education and Training. Version 1. 5 May 2016*. Pretoria: DNA Economics

DoE   *See* Department of Education

Economic Development Department. 2011. *The New Growth Plan: Framework.* Economic Development Department.

Education, Training and Development Practices Sector Education Training Authority (ETDP SETA) (2012) Sector Skills Plan 2014/14 Update.

Further Education and Training Colleges Amendment Act No 1 of 2013. *Government Gazette*, No. 36271 19 March 2013, pp. 2-24

JET Education Services. 2014. Formative evaluation report of the DHET FET Colleges Improvement project. Unpublished evaluation report.

Higher Education South Africa. 2011. *Position paper on an expanded Post-school Education system*. Pretoria: Higher Education South Africa

Family Literacy Project. 2011. Family Literacy Project Evaluation Report http://www.familyliteracyproject.co.za/flps-2011-evaluation-report/ Accessed 26 October 2016

Higher Education South Africa (HESA). 2011. *Position Paper on an Expanded Post-School Education System.* http://www.universitiessa.ac.za/sites/www.universitiessa.ac.za/files/2011%20-%20HESA%20Position%20Paper%20on%20Post-School%20Education%20%26%20Training_0.pdf Accessed 26 October 2016

Hoppers, C. A. O. (2001). Towards a common understanding of IKS. Submission to COHORT IKS Champions Group, 16 March 2001. HSRC Pretoria: South Africa.

International Council for Adult Education (2015) Transforming Our World: The 2030 Agenda for Sustainable Development. Response from the International Council for Adult Education http://www.eaea.org/media/policy-advocacy/development/icae-position-paper-sdgs_english.pdf

Lolwana, P. 2009. *After School, What? Post-compulsory and Post-schooling Provision in South Africa.* Ministerial Committee Final Report. Department of Higher Education and Training.

Lolwana, P. 2010. *Expanding the South African post-secondary education system through differentiation and new forms of institutions. Discussion paper, PSE Task Team*. Pretoria: Department of Higher Education and Training.

Ministry of Rural Development and Land Reform. 2009. *The Comprehensive Rural Development Programme Framework.* Department of Rural Development and Land Reform.

Ministry of Public Service and Administration. 2016. National Assembly. Question for Oral reply. Question No. 144. RNO144-160831 (07.09.16). Pretoria: Department of Public Service and Administration
http://www.dpsa.gov.za/dpsa2g/documents/pq2016/RNO144-160831%20(07.09.16).pdf
(Accessed 18 February 2017)

Mnyaka, M. B. (2009) *The importance of an Agricultural Frame in decision making* Statistics South Africa Paper presented at the 57th session of the International Statistics Institute. Online at: http://www.statssa.gov.za/isi2009. Accessed 20 July, 2010.

Moldovan, L. (2012). Integration of Strategic Management and Quality Assurance in the Romanian Higher Education. Procedia - *Social and Behavioral Sciences*, 58, 1458-1465. doi:10.1016/j.sbspro.2012.09.1132

National Commission on Higher Education. 1996. *National Commission on Higher Education: A Framework for Transformation.* Pretoria: National Commission on Higher Education

National Institute for Community Education. 1994. *A framework for the provision of adult basic and further education.* Discussion document. Braamfontein: National Institute for Community Education

National Institute for Community Education. 1995. NICE proposals. *A framework for adult basic and further education and training.* Braamfontein: National Institute for Community Education

National Institute for Community Education. 1996. *Training of community college educators and administrators in South Africa.* Discussion document. Braamfontein: National Institute for Community Education

National Planning Commission. 2011. *National Development Plan* 2030. ISBN: 978-0-621-40475-3

National Youth Development Agency (NYDA) http://www.nyda.gov.za/About-Us/nyda/Pages/default.aspx

Nkwinti, G. 2009. Comprehensive Rural Development Programme: The Concept. Presentation made by the Minister of Rural Development and Land Reform
https://wikileaks.org/gifiles/attach/169/169021_CRDP%20Concept%20Minister%20Portfolio%20Committee%2008%20June%202009.ppt Accessed 13 March 2016

Ojedele P.K. (2007). Vocational and technical education in Nigeria: Issues and challenges. Paper presented at the international conference of the Nigerian association for educational management administration and planning (NAEP) held at University of Lagos (24- 27 Sept.)

Ojo, B. J. (2007). Quality assurance and quality control strategies in improving the effectiveness of educational provision and teacher performance in schools: Implication for Educational Policy Making. *African Research Review, 1* (2), 87-97.

Parliamentary Monitoring Group: Rural Development and Land reform. 2015. https://pmg.org.za/committee-meeting/21020/ Accessed 4 January 2017

Rule, P., Baloyi, G., Chatty, V. & Daniels, D. (2016). Investigating efficacy in adult learning centres: a multi-case study. Unpublished report. Umalusi, Pretoria.

Preece J. (2009) *Lifelong Learning and Development: A Southern Perspective.* Series: Continuum Studies in Educational Research. Continuum: London, England. ISBN 9781847062918

SAQA   See South African Qualifications Authority

South African Government. 2014. Medium Term Strategic Framework (MTSF) 2014 – 2019. http://www.gov.za/sites/www.gov.za/files/MTSF_2014-2019.pdf Accessed 13 March 2016

South African Institute of Distance Education. 2015. *Design Evaluation of Draft Policy on Community Colleges. Final Report August 2015.* Department of Higher Education and Training and Department of Performance Monitoring and Evaluation

South African Institute of Distance Education. 2016. *SAIDE Newsletter Volume 22*, no 4 Lesotho Council of Higher Education Institutional Audit Workshop http://www.saide.org.za/resources/newsletters/Vol_22_no.4_2016/4_2016%20web.html Accessed 26 October 2016

South African Qualifications Authority (SAQA). 2001. *General Education and Training Certificate for Adults: Policy Document.* SAQA October 2001

South African Qualifications Authority (SAQA) 2013. Registered Qualification: National Senior Certificate for Adults.

South African Qualifications Authority (SAQA). 2015. *Guidelines for good practice for learning that does not lead to a qualification or part-qualification. Government Gazette*, No. 38672 1 April 2015, pp. 3-11

South African Qualifications Authority (SAQA). 2015a. Registered Qualification: General Education and Training Certificate for Adults.

Statistics South Africa. 2015. Labour Market Dynamics in South Africa, 2014 Report. Press Statement April 2015. http://www.statssa.gov.za/?p=4445 Accessed 2 February 2017

Statistics South Africa. 2016. *Quarterly Labour Force Survey. Quarter 3: 2016* http://www.statssa.gov.za/publications/P0211/P02113rdQuarter2016.pdf   Accessed 2 December 2016.

Willis, A. 2016. *Report shines light on grim youth unemployment rates.* Johannesburg: eNews Channel Africa www.enca.com/south-africa/south-africas-youth-unemployment-rate-soars-with-little-hope-for-a-better-tomorrow

The Local Government Handbook. 2017. http://www.municipalities.co.za/ Accessed 2 December 2016.