COLLEGE SECTOR COALITION

COMMUNITY EDUCATION

in South Africa

CONFERENCE REPORT
5 - 7 JULY 1995

NATIONAL INSTITUTE FOR COMMUNITY EDUCATION

TERTIARY EDUCATION PROGRAM SUPPORT

DEPARTMENT OF EDUCATION

COMMUNITY
EDUCATION

in

South Africa

CREATIVE ASSOCIATES INTERNATIONALE

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FOREWORD

The following report is a culmination of deliberations and papers delivered at a two-day conference on Community Education in South Africa, held at the Technikon SA Conference Centre in Johannesburg, from 5 to 7 July 1995 Delegates at this conference were given a Background Reader which contains the full documentation of the National Institute for Community Education (NICE) Report, the Interim Plan of the College Sector Coalition and recommendations from the US Study Tour Report, all of which are described briefly below

This document is not intended as a verbatim account but constitutes summaries of all papers, plenary discussions and the report-back session To facilitate a sensible flow of the deliberations, the sequence of the different sections in the document follows the conference programme The views expressed in this document do not necessarily reflect the opinions of the sponsoring and convening organisations, the Department or the Ministry of Education

The 'National Conference on Community Education' was a result of the following consultative process

National Institute for Community Education Report
An investigation was conducted as a multi-stakeholder initiative, in which more than 30 national organisations participated The NICE Report is the result of this 18-month investigation and consultation process The report proposes a national framework for the provision of Adult Basic and Further Education and Training

United States Study Tour Report
In November/December 1994 a group of South Africans visited American Community Colleges The delegation consisted of representatives from the nine provincial Ministries of Education and representatives from the Committee of Technical College Principals (CTCP), the Community College Association of South Africa

(CCASA), the Adult Educators and Trainers Association of South
Africa (AETASA), the Association of Regional Training Centres
(ARTC), and the National Institute for Community Education
(NICE) Their report proposes draft legislation called 'The Com-
munity Education and Training Bill' which will direct the provi-
sion of community education in South Africa The tour and pro-
gramme was sponsored, managed and co-ordinated by the Terti-
ary Education Support Program (TEPS), a program of USAID

National Qualification Framework Bill

This bill will be tabled in Parliament during this session It pro-
vides for the development and implementation of a National Quali-
fication Framework (NQF) for South Africa It is being prepared
by the inter-ministerial Working Group of the Ministries of Edu-
cation and Labour, and will guide the registration of standards and
accreditation of all education and training programmes offered in
South Africa It also proposes the establishment of the South Af-
rican Qualifications Authority which will direct the process of set-
ting standards, accreditation and quality assurance

The Interim Implementation Plan

This plan was developed by the College Sector Coalition, which is
an association of the following College types and stakeholders in
Adult Education and Training
• Community Colleges Association of South Africa
  (CCASA),
• Committee of Technical College Principals (CTCP),
• Association of Regional Training Centres (ARTC),
• Association of Distance Education Colleges (ADEC),
• Association of Private Colleges of SA (APCSA),
• South African Committee for Adult Basic Education and Train-
  ing (SACABET),
• Adult Educators and Trainers' Association of South Africa
  (AETASA)

The Interim Plan outlines mechanisms of co-operation and partnerships between the different associations in the delivery of adult basic, further and higher education programmes

International Representatives on Community Education & Training

International perspectives were provided at the conference by
- The Executive Director of the Community Colleges for International Development, Inc (CCID),
- The President of the Association of Canadian Community Colleges (ACCC),
- The International Representative of the British Association of Colleges (BAC),
- The Head of the Department of Adult Education and Extension Services, University of Dar-es-Salaam, Tanzania

Conference deliberations and recommendations

The conference deliberations culminated in various recommendations as well as plotted a 'way forward' for the processes Amongst others, an Interim Co-ordinating Committee will be setup consisting of representatives from each of the provinces, the National Youth Development Forum and workers organisations It was recommended that NICE convenes this committee assisted by the Department of Education in consultation with the College Sector Coalition This co-ordinating committee will discuss mechanisms through which the Department of Education can provide an enabling environment and assist in the implementation of the following
- ◆ Guidelines for the Interim Implementation Plan of the College Sector Coalition
- ◆ The registration of community colleges by NICE -- an interim measure until such time that the Departments of Education are ready to take over
- ◆ The development of a White Paper on Community Education and Training

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- The development of terms of reference for a Commission on Further Education and setting up of such a Commission
- Implementation of Community College Pilot Projects (one in each province)
- Ensuring broader stakeholder participation at all levels
- The development of submissions to the National Commission on Higher Education by NICE

A progress report should be sent to participants through members of the co-ordinating committee before the end of November

The relationship between the proposed co-ordination committee and the College Sector Coalition is important and it was accepted that the Coalition was not fully developed in all provinces Where it already exists, it will be represented in the co-ordination committee In provinces where the Coalition does not exist, the inclusion of the college sector will be investigated

Recommendations included

- Provinces as well as the Youth Development Forum will be contacted regarding a permanent committee member
- While the composition of the co-ordination committee should include teachers involved in adult education to ensure that they are in line with what is happening and are able to inform the broad processes, adult educators are already involved with the College Sector Coalition
- Provincial Education Departments will be contacted to assist with the interim measures for registration of community colleges
- The possibility of a National White Paper on Community Education should be discussed because such a White Paper will consolidate work done by the various role players

Nature and location of community colleges

Areas which need to be addressed are
- the fragmentation in the further education sector,
- what role community collages should play in further education and in relation to ABET,

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♦ ABET articulation within the compulsory phase and higher education Ideas on ABET tend to overlap with what should be happening in higher education

♦ the location of the colleges in the education system and their relationships with national, provincial and local structures,

♦ the registration of colleges and how it impinges on legislation Consideration should be given on how to legislate community colleges

The only way to succeed is through consultation at all levels, including the Department of Education

Conceptualisation of community colleges & further education

Further work needs to be done which requires consultation in all levels, namely

- the Departments of Education (national and provincial),
- the Department of Labour,
- NICE and the College Sector Coalition,
- stakeholder organisations,
- the teaching profession,
- learners and communities

Role of the Department of Education

It is evident in the inception of the Department under the present dispensation that adult education is treated seriously This commitment is shown in the following ways

- the establishment of the Chief Directorate (Adult, Vocational and Distance Education),
- internal government co-operation,
- the department sees itself as a body which facilitates the process after consultation with stakeholders,
- the development of a White Paper on Further Education which may be an essential document The present White Paper on Education has given a framework within which to work providing a framework for policy development,

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- setting up of the National Commission on Further Education,
- its terms of reference,
- HEDCOM and CEM discussions have already taken place

The document will be presented to HEDCOM and then to Cabinet and parliament

The NQF offers immense potential for the development of curriculum modules which will be available to all learners irrespective of age, place or time of delivery Further development of the NQF will be ensured by the establishment of SAQA It will be essential for ABET and community colleges to be well articulated within this framework

Acknowledgements

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INTRODUCTION

SILAS ZUMA - EXECUTIVE DIRECTOR, NATIONAL INSTITUTE FOR COMMUNITY EDUCATION

TheNational Institute for Community Education (NICE) is a multi-stakeholder initiative aimed at addressing education and training needs for adults, workers and out-of-school youth NICE was registered in September 1993 as a non-profit education trust

The NICE Trust seeks to develop, advocate and support the implementation of a policy for the provision of education and training to persons who are beyond the age of compulsory school attendance, and who either completed, interrupted or never attended formal schooling

For the past few years attempts have been made to find ways to address the educational needs of millions of South Africans who were denied access to education and training Community colleges and community learning centres have been discussed as possible mechanisms of affording access to education and training opportunities Such mechanisms would enable communities to participate actively in government and decision-making processes intended to service them Partnerships with the various providers would also be possible in delivering adult basic education and training, further education and training and some access programmes to the higher education sector

The concept of Further Education is not well developed in South Africa Previous education systems had neglected, by design and omission, to address the human resource needs of the country The current development of the National Qualifications Framework (NQF) offers immense potential for the development of the curriculum modules which will be available to learners irrespective of age, place and time of delivery The NQF Bill was published as a discussion document in the Government Gazette on 2 June 1995 The Bill will be amended by the inter-ministerial

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Working Group in terms of comments received up to 23 June 1995, thereafter it will be submitted to the Ministers of Education and Labour for approval and taken through the normal procedures for approval by Parliament during the 1995 session

A major task in the Further Education sector is the elimination of the inadequacies of programmes at the secondary level and articulation between the post-compulsory phase with further education. The Minister of Education intends setting up a National Commission on Further Education before the end of 1995. The Commission will be expected to make recommendations on new institutional forms and resources required to revitalise education at this level

The Department of Education recognises the importance of consultation and co-operation among all role players and stakeholders in developing the different levels of the education system. The Department is committed to implementing the policy measures outlined in the White Paper published in 1995 regarding Further Education and Training and training, and recognises that a successful integrated approach to education lies in the further education level

As a contribution towards the work of the National Commission on Further Education, the National Institute for Community Education and the College Sector Coalition in association with the Department of Education, convened the National Conference on Community Education. The conference was organised, managed and sponsored by the Tertiary Education Program Support (TEPS), a project of USAID

OPENING & WELCOME

MARY METCALFE - MEC EDUCATION, GAUTENG PROVINCE

South Africans are always proud to welcome international guests While individuals might not yet have had opportunity to achieve their potential, South Africa is an exciting country with many possibilities

The National Institute for Community Education (NICE) has been a leader in the formulation of policy for the provision of education and training to persons beyond the age of compulsory school attendance and who either completed, interrupted or never attended formal schooling The report developed by NICE provides a valuable basis for the tasks that government needs to take forward in its Commission on Further Education The experience of the 24 South Africans who went on a study tour to the United States of America and who developed the Study Tour Report has given many people an opportunity to learn from the international experience

The National Conference on Community Education which brings together important players from a wide sector of colleges is a very timely and exciting intervention The conference programme captures the breadth of knowledge and experience existing in South Africa It demonstrates, too, that the South African government has a commitment to life-long learning, a commitment which is more profound in this country than in many others, particularly because of the legacy of apartheid

NICE is aware that the policy debates of the 1990s must be made realities But limited resources constrain policy implementation Initiatives already in progress need to be taken forward imaginatively using the resources available in more effective ways

The community college concept is important because it is fundamentally democratic and it allows access to education Its very name suggests that it is the linchpin of community decision-making processes and the people-driven approaches of the Re-

construction and Development Programme (RDP) Implicit in the concept is the demise of some of the hierarchies and statutes of institutions of the past The community college concept is rooted in the principle that learners at different stages of the life-long learning process learn together as a community, whether they take degree courses or literacy classes The fact that it breaks down some of the entrenched values attached to qualifications for their own sake, and creates a culture of learning in a community itself, is vital

Minister Bengu has made the development of the National Qualification Framework (NQF) possible and will be tabling the NQF Bill at the next parliamentary session of the Government of National Unity in 1995 It is imperative to have a National Qualification Framework in place, in order to provide the basis for the community college concept and for the process to be taken forward

The South African Ministry of Education carries a heavy burden for reconstructing society The task includes the restoration of the soul of society and education as well as the shattered relationships in communities and schools What is often lost sight of is the importance to create a national system of education where responsibilities are shared in the interest of national unity, irrespective of provincial or local desires The Minister of Education has the courage and commitment to perform these tasks, with the added advantage of enormous breadth and depth of experience in education South Africans need to look ahead and communities should encourage this process in order for the nation to grow to its full potential

KEYNOTE ADDRESS
PROFESSOR S M E BENGU - MINISTER OF EDUCATION

The National Institute for Community Education (NICE), the Community Colleges Association and the College Sector Coalition have been formed as bases for communication, research, planning and advocacy These initiatives have required intensive work over a long period by an ever-widening array of educators, business, labour, professional organisations and other civil society structures

Both NICE and the Coalition reflect the determination by a range of stakeholder organisations and institutions to consolidate their efforts in order to achieve a complete transformation in the design and delivery of adult basic and further education and training services for South African communities This is an example of the kind of partnership between the government and civil society structures which is indispensable if our educational transformation is to succeed

A partnership is not a merger, and certainly not a take-over bid NICE and the Coalition preserve full freedom of decision and action in their own spheres For its part, the Department of Education must reserve its position on the NICE Report and specific recommendations of the conference so that full consideration can be given to their implications by both the national and provincial levels of government

It is hoped that this is a necessary expression of government prudence and a positive commitment to move forward The Department will continue active engagement with NICE, the Coalition and other stakeholders, in helping to bring this work to fruition

The completion of the NICE investigation is an important milestone The organisation's motto, 'Committed to Equity and Redress, Access and Democracy, Reconstruction and Develop-

ment', encapsulates a mission for community education with which the Ministry of Education identifies completely

It is hoped that the presentation of the NICE Framework Proposal will help give concrete form to these values in a sector of the education and training system which is crying out for a sharper profile, clearer institutional forms and missions, and progressively increasing investment

Community education must become a high-profile, high-growth sector of the education and training system The conventional organisation and structures of primary, secondary and tertiary education no longer meet our needs, if indeed they ever did

We understand the historic value of these institutions, the present demands on them and the contributions they make But the conventional three-tier structure of primary, secondary and tertiary education falls far short of meeting our society's needs for education and training Structural change and innovation in the organisation of educational delivery are therefore vital

Structural change and innovation are already happening, both inside and outside the formal, state-supported education and training system Community enterprise channelled by non-governmental organisations and supported by donor funds, private educational colleges (both profit-making and non-profit making), and corporate education and training innovations in the workplace (which are often spearheaded by organised labour), are all evidence of the strong demand for education and training services which conventional primary, secondary and tertiary education institutions do not offer, and which they are unlikely to be able to offer

There is an almost unlimited demand for learning in the communities The nature of this demand will depend upon how well people are able to understand and articulate their need for learning, what information people have about learning opportunities, the actual existence of learning opportunities and people's capacity to access such opportunities

If information, opportunity or access is denied, people may switch off from learning, put their demand on hold, adjust their

expectations or take whatever seems to be on offer however unsuitable In which case the chances are that they will live and work well below their capacities and the society and economy will be deprived of the richness of their contributions

It is imperative to develop appropriate models of community education and training delivery which will enable people to understand their learning needs These models must make sufficient information available, provide guidance and ensure widening access to learning opportunities

The White Paper sets out the first policy steps toward developing a new system of education and training for a democratic South Africa Several of those policy steps provide a liberating but disciplined and enabling environment within which the community education sector can be planned and developed

The integrated approach to education and training represents a vital policy perspective for community education There will come a time when it will be unnecessary to explain this approach because its value and importance will be obvious to all Unfortunately, an integrated approach to education and training is still assailed by many as an 'instrumentalist' view of education which cares little for the intrinsic value of human growth and understanding, and one which is excessively driven by organised business or labour, or both

Community education needs broad vision with education and training on equal footing An integrated approach to education and training is as essential to humanise skills training as it is to provide application and relevance to learning Critics of the integrated approach simply do not understand that they are trapped in a concept of educational provision which is now totally obsolete

According to the White Paper, the essence of community education combines the principles of learner centredness, 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 learn-

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ing programmes in the expectation that learners can succeed, and the maintenance of rigorous quality assurance over the design of learning materials and support systems

The Department of Education, in conjunction with the South African Institute of Distance Education (SAIDE) has begun the planning process which will establish the National Open Learning Agency (NOLA) next year a dedicated service for all learning providers The community education movement, both within and outside the state system, should be urged to make full use of NOLA's services when it is established

The National Qualification Framework (NQF) will provide the mechanisms for quality assurance in community education These will include the means by which learners in community education will be able to advance themselves, by accumulating recognised credits and achieving recognised qualifications

The Departments of Education and Labour are in the process of revising the National Qualification Framework Bill which was published in June 1995 for public comment Contrary to the impression given by recent newspaper reports the comments received were overwhelmingly favourable and made constructive suggestions for improving the Bill

There is much interest goodwill and even enthusiastic support in the academic community for the draft Bill However, the Committee of University Principals (CUP) have indicated that they support the NQF in principle but cannot support the draft Bill 'in its present form' Discussions are continuing with a view to identifying and resolving the points of disagreement It is encouraging to observe that the integrated approach to education and training, the open learning concept and the National Qualification Framework are becoming increasingly the common currency of thought and innovation

The forthcoming Gauteng Youth College, supported initially by the RDP Fund, is a significant example of the integrated approach to education The Council of Education Ministers has agreed to regard as a pilot for similar initiatives in other provinces

It is important that the new thinking on education and training is alive in the community education movement as well as in the provisions for education and training, linked to the National Qualification Framework The three-year agreement signed by the labour and employer negotiators in the motor industry is an influential example of what will become an unstoppable trend

In the terminology of the National Qualification Framework, community education targets general education and further education levels Further education is conceived as the level of education and training between the general education phase, covering compulsory schooling to Grade Nine level on the one hand, and Adult Basic Education and Training (ABET) on the other Learning at the further education level will occur in a variety of contexts, such as senior secondary schools, present technical colleges, community colleges, industrial training centres, at distance education centres, or a combination of these centres

The Department of Education is engaged in the process of re-tooling its managerial and professional staff in order to provide the necessary policy focus and co-ordination on general and further education levels a process that has taken far longer than expected In addition, the national planning framework for Adult Basic Education and Training (ABET) is being put in place

In terms of further education, this conference is seen as the starting point to draft the terms of reference of the National Commission on Further Education The NICE investigation and the associated activities on the community college front were the precursors of the broader investigation Consultations on the scope of the Further Education Commission (FEC) will now progress Different organisations representing stakeholders in these fields have to inform the Department of their views on the FEC so that they can be built into its terms of reference

This conference represents the culmination of a vital innovative process in community education It will justify hopes in the process and establish a firm grip on the path of equity and redress, access and democracy, reconstruction and development

INTRODUCTION TO NICE REPORT

Nico Cloete - Trustee of the National Institute for Community Education

There are a number of issues both in the NICE Report and in the ensuing debates on community colleges and education which need discussion and resolution These include

Relationship with the NCHE

There is a strong bias in the Report towards further education As the definition of the National Commission on Higher Education (NCHE) includes everything that is proposed in the NICE Report and the fact that the draft report of the NCHE will be available by the end of 1995 (before the establishment of the Commission on Further Education (CFED), the NCHE can set certain guidelines before the CFED gets off the ground It is therefore important to look at the following issues first

- interaction with the NCHE in the next six months,
- making a submission based on this to the NCHE,
- ensuring that the NCHE has adequate cognisance of this area

Submissions to the NCHE

It is imperative that a study be done on how the sector intends to make submissions to the NCHE, bearing in mind that the extension date for submissions to the NCHE is the end of July 1995

Over-supply of students vs under-supply of facilities

The need exists to ensure that the vast number of students in the current school system can be accommodated by the presently-de-

fined higher education institutions (universities, technikons and teacher training colleges) Only a limited number of students have access presently

National versus provincial

The debate between national and provincial competencies includes
- Which of the educational sectors will become part of a national education system?
- Which sectors will locate themselves in a provincial education system?
- Will there be a middle option with certain issues such as standards or qualifications done nationally and budgets and administration done provincially?

Size and shape

Key issues are
- What will the size and shape be of the post-school system?
- What type of institutions will be part of that size and shape?

Institutions

Within the size and shape of the post-school system the following two perspectives emerge
- a loose network of institutions with a few connecting structures or
- a sector with a clear set of institutions including the current technical colleges (as well as other organisations) as a basis of the institutional sector

Institutional linkage

The use of current higher education institutions for the delivery of community education is a major issue in terms of resources The NCHE was recently visited by the Centre for Higher Education Policy in the Netherlands Their comments include
- Classes are under-utilised with current institutions using less than 50 per cent of the capacity of facilities
- In South Africa teacher training and technical colleges operate

independently which limits access and inclusion

Due to financial and resources constraints, it is not possible to build many new institutions Key debating points for the NCHE and the Further Education Commission are
- How will the current institutions be utilised?
- By whom?
- For what purposes?

College sector audit

A national teacher training college audit is underway This raises the question about other colleges The fragmentation of the system is demonstrated by the fact that no comprehensive address list exists of institutions providing post-school education in South Africa

PLANNING FOR THE PROVISION OF ADULT BASIC & FURTHER EDUCATION & TRAINING

KHETSI LEHOKO - DEPARTMENT OF EDUCATION

The strategic direction of the Department of Education on the provision of Adult Basic Education and Training (ABET) is informed by the policy perspective defined in the White Paper on Education and Training

Successes

Adult basic educators and trainers have been successful in ensuring that the provision of ABET is recognised and accepted as a key element of the Reconstruction and Development Programme
Successes are reflected in the following ways
- The White Paper on Education and Training explicitly states the commitment of the Ministry to the provision of ABET 'as a force for social participation and economic development, providing an essential component of the RDP'
- The proposed National Qualifications Framework Bill will ensure that the provision of ABET will take place within a system based on the recommendation of credits for learning outcomes attained wherever education and training are offered
- The establishment of a Directorate for Adult Basic and Community Education and Training is another proactive signal from the Ministry on its commitment towards the provision of ABET
- Support mechanisms for the successful implementation of ABET include the commitment of the Ministry to develop an

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open learning approach that will lead to the removal of barriers to access learning, credit for prior learning and experience the provision of learner support and the construction of learning programmes in the expectation that learners can succeed

Challenges

The translation of policy into an implementable national plan of action will not be easy as there are key challenges to consider

The magnitude of the task will require innovative strategies to ensure that learning opportunities are available to all potential learners, at any time anywhere at any age and in any circumstances The need to establish an open, flexible and easily accessible learning environment, responsive to diverse learning needs, is a pre-requisite to meeting this challenge

The need to bring coherence within a field that is historically fragmented is one of the major tasks The development of a national framework for provision and accreditation of ABET programmes should be a priority in the planning process

The development of an accreditation system that will accommodate the recognition of competencies acquired outside of the formal system is a key challenge in order to ensure greater access and accelerate learning

The need to access and mobilise sufficient financial resources is a further challenge in itself

Programme of action

To meet the above challenges the Department of Education has initiated the following

1   National Stakeholder Forum

The Ministry recognises the key principle of the national ABET programme as building partnerships of all constituencies involved in adult basic education and training The Department has facilitated the establishment of a National Stakeholder Forum (NSF) representing these constituencies which include organised labour,

business, women's and youth organisations, civics, churches, non-governmental organisations, learner organisations and other stakeholders This partnership is expected to
- engage in planning,
- commission research,
- mobilise resources,
- initiate implementation

An immediate task is to investigate the establishment of a National ABET Council as an authoritative voice in the field to advise the Minister Proposals regarding its composition, role and functions, as well as the procedures for establishing the council, will be circulated for discussion

2   Curriculum development and standard setting

There is consensus amongst practitioners that the lack of a national framework for provision and accreditation is a major obstacle in the implementation of ABET programmes In order to address this problem, the NSF has agreed to fast-track curriculum development and standard setting processes

Based on proposals from different role players, the forum has established a working group that will develop interim guidelines, pending the development of the NQF, to be submitted to the Minister A discussion document has been prepared and circulated for discussion within the structures of different role players

3   Assessment system design

Critical to the development of a national framework for provision and accreditation, is the development of an assessment system design that will confirm the achievement of learning systems that are nationally agreed upon The forum has commissioned a feasibility study into the development and management of such a system

Such a system will *inter alia* include the following elements
- networking of agreed-upon benchmarks,

- trained assessors,
- accredited assessors,
- assessment procedures,
- records of attained credits,
- formal recognition of achieved competencies,
- appeal mechanisms

4   Audit of ABET resources

The National ABET Consultative Conference held in January this year agreed that effective planning will be enhanced by detailed information on

- how many learners require basic education,
- at which levels,
- in which parts of the country they are concentrated,
- what their age groups are,
- what proportion of their learners are women, youth, unemployed,
- what resources exist in the field in the form of materials, providing agencies, number of educators, quality of their training, etc

Research commissioned by the Joint Education Trust (JET) was completed by the Centre for Adult Education at the University of Natal-Pietermaritzburg and will be published at the end of August 1995 The Department has agreed with the Centre and JET that the findings will form part of the EMIS at network and provincial level to be used for planning and monitoring

5   Multi-purpose information centres

Potential learners will attend programmes if they know what is offered, when and where Part of the delivery system should ensure that this information is easily available to learners in their communities In order to make this information available, the establishment of ABET information centres at district and local level is being investigated

These centres will serve as the first stage for counselling, advising potential learners of possible career paths and how best they can access sources of learning These centres can also pro-

vide other forms of information related to housing, health, etc

6   National Literacy Helpline

Together with the National Literacy Co-operation and Ulwazi Educational Radio Project, the Department has initiated a feasibility study to investigate the establishment of a National Literacy Helpline The study will involve the participation of Telkom, Post and Telecommunication Workers' Association, the RDP and the Department of Post, Telecommunications and Broadcasting

7   Educational broadcasting

Physical distance limits access to learning for rural and remote communities Efforts should be made to bridge the separation between the learner and the sources of learning by using the electronic media as a vehicle

The provincial MECs for Education have recently resolved to establish a task group consisting of representatives of provincial education departments, the SABC and the Edutel link to BopTV to prepare a policy framework for educational broadcasting A presentation has been made to the Independent Broadcasting Authority (IBA)

A key element of the proposal is the role of public broadcasters in the provision of ABET programmes Input from this conference in defining the role of public broadcasting in community education will be valuable in the further development of a policy framework on educational broadcasting

8   Community learning centres

The establishment of a network of centres of delivery located within communities will form an essential part of the delivery system Such a network will go a long way to advance the realisation of an open, flexible learning environment that is responsive to the diverse learning needs of people The speedy delivery of such an institutional innovation will be encouraged by both the Ministry and other stakeholders This conference should give guidance on

how best this investigation can be carried forward and integrated into the implementation plans

9 Adult Basic Education and Training (ABET) and Vocational Education and Training (VET)

Historically, adult basic education provision excluded training In an attempt to respond to policy perspectives that seek to integrate education and training, the latter is being accentuated as part of the new vision for ABE(T)

In an attempt to address this problem, the directorate of ABET and VET in the Department are jointly developing an orientation course for adults and youth with Standard Five to access vocational studies

The Curriculum Framework Working Group has asked the National Training Board (NTB) and the Association of Regional Training Centres to investigate training provision

10 Sub-levels

In the White Paper on Education and Training, strong representations have been made by organisations speaking on behalf of adult and young learners to start Level One as the first ABET benchmark (equivalent to the end of primary education), and the term 'sub-level' be abandoned

The NSF has initiated debates on this issue Input from this conference should assist in further clarity

Conclusion

Despite the constraints facing education, it is important to remain optimistic the initiators of change represent an important beacon to millions of people who expect direction and leadership

DISCUSSIONS

Human resource development

Since education is the key to development, a co-ordinated approach is imperative as it impacts on all sectors of government and society A shift in the education system is required so that people are trained for employment in the workplace Trainers should be aware of the requirements of employers as well as the types of graduates that can ensure a high level of human resource absorption in the workplace

Supply and demand of teachers

Training endeavours should be goal-directed in order to equip the population with the necessary skills, education and employment in order to ensure development and international competitiveness

Retraining of officials

A new system of education with new kinds of skills is being structured to take the process forward, and the Ministry of Education has planned re-orientation courses for officials and teachers A total paradigm shift and a change of mind sets will be critical for success

Teacher quality

The quality of education is dependent upon the quality of the teachers Graduate teachers from universities or colleges of education will become obsolete if the process of further or higher education is not continued throughout their careers as part of a life-long learning process

Numbers of learners and trained educators

At the end of the 1980s, research was conducted by the National Education Policy Investigation (NEPI) with a specific group responsible for adult basic education At the end of that research, a figure emerged referring to 15 million illiterate people in South

Africa This does not indicate which forms of adult basic education and at which level the learners are It was therefore impossible to establish
- where those learners are concentrated,
- the gender of learners,
- the rural/urban location of learners

There is no comprehensive list of how many trained adult educators exist in South Africa

Delivery

- Delivery is important and stakeholders have indicated that the processes of curriculum development and standard setting need to be accelerated The reality is that provision outside of an agreed national framework is not acceptable learners themselves are exercising pressure and demanding that provision must take place to ensure mobility across provinces as well as upward mobility within the system
- Delivery should take place only in so far as it contributes to the transformation of the education system Delivery in terms of the status quo will perpetuate the imbalances It is critical to ensure that delivery takes place within a changing system and correct strategies should be established that will effect fundamental changes within the education system For example, the former Department of Education and Training (DET) night schools (and other night schools) are important resources that should be re-structured and consolidated Transforming the existing institutions will require re-training staff, instituting a new curriculum, and creating an entirely new culture

Counselling

Some form of counselling is essential to enable learners to re-enter the learning system Learners need to be advised on what is being provided, and encouraged and motivated once more As indicated by the Department of Labour, there are already existing information sectors within the regional training centres

Funding

- The field of Adult Basic Education is fragmented There is no unified social movement within the field that can nationally articulate the aspirations of learners or practitioners in relation to the mobilisation of resources The ABET movement must organise into a social force within education to ensure that the sector's aspirations are articulated
- NGOs have played an important role in the provision of adult education However, performance indicators have to be put in place to ensure that resources are directed to areas in dire need
- It is clear that the RDP White Paper refers to national literacy as requiring foreign funding But while foreign funding is useful to kick-start the programme and assist in planning, one cannot base long-term provision on donor funding

The ABET sector is constrained by the lack of resources Strategies to mobilise resources for the ABET sector have to be devised and a proposal to research strategies are in the pipeline However, a strength of the sector is that the communities concerned are innovative and creative Ways and means have to be investigated to see how those communities can assist with provision

Education budget

The ABET sector should strive and negotiate with the government for two per cent of the total education budget

National ABET conference

A number of projects initiated by the Department of Education indicate its commitment to the building of partnerships These will culminate in a national conference of key stakeholders and role players which will enable the ABET movement to embark on a programme of action that is supported by the entire community

POST-COLONIAL RECONSTRUCTION OF ADULT EDUCATION, COMMUNITY INVOLVEMENT & PARTICIPATION

PROFESSOR VICTOR M MLEKWA - HEAD OF DEPARTMENT OF ADULT EXTENSION SERVICES, UNIVERSITY OF DAR-ES-SALAAM, TANZANIA

Immediately following independence, most developing countries have tended to demonstrate a strong faith in the capacity of education to promote and accelerate development They have realised that apart from the fact that education is a basic human right, no meaningful economic and social progress can be effected without it They have realised further that the concentration of government effort on the provision of formal education to children, to the exclusion of the adult population, is inadequate for the purpose of enhancing the process of development In the final analysis, it is the adult men and women who are the immediate producers of wealth in society

Throughout Tanzania's evolution, the state has put much emphasis on education for all This was partly owing to the conception of development adopted (at least at a theoretical level) after the Arusha Declaration in 1967 which centred on a 'man-centred and multi-dimensional process including economic growth, distribution and redistribution of resources in society, reduction of poverty of the majority of the population, creation of structures for self-sustaining economic growth, minimisation of dependence

on major industrial states, and people's participation in decision-making processes' (Arnoff, 1974)

Adult education in the colonial state

As was the case in most developing countries, adult education in Tanzania did not begin with independence Both the Germans (1885-1916) and the British (1916-1961) had initiated some adult education activities in areas such as tailoring, metal work, carpentry, and basic literacy and numeracy Both had emphasised discipline, punctuality, acceptance of authority outside the family and individual accountability for one's work In their memorandum on the education of African communities issued in 1935, for example, the British pointed out quite clearly that adult education was an essential input in any process of promoting social change in African communities In their second document on mass education of 1944 they re-emphasised the role of adult education, especially literacy training, underscoring the need to design education projects on the basis of the needs of local communities such as increased agricultural productivity and improvement in standards of public health

Social welfare organisations were established to provide social services in towns, primarily to rehabilitate the veterans of World War II Facilities for holding meetings, discussions, reading, indoor games and other forms of recreation were provided In 1949 the social welfare organisations were reorganised under the umbrella of a government department, which expanded its activities to include youth clubs, adult education and probation services

In 1951 the activities of the department were further extended and charged with the responsibilities of organising literacy classes women's groups, youth clubs and self-help activities in rural areas, and general adult education in urban areas There was some effort, then, on the part of the colonial state to establish viable structures for organising and administering adult and community education Initially a greater role was played by missionaries of various religious denominations they printed a number of booklets, newspapers and periodicals on various subjects which be-

came sources of knowledge and information for the literate They organised Sunday school classes (which included adults), youth clubs, women's groups, brigades and scouts as well as literacy classes for their converts to enable them to read the Bible Above all, they imparted agricultural, clerical, commercial and various forms of manual skills, which were used by Tanzanians in their daily activities as well as in the service of various government departments

However, adult education as a whole was limited in scope and organisational structures Notwithstanding the frequent reference to mass education and community improvement, there was no concerted and consistent effort to show how adult education, especially literacy training, could be part of the overall community and national development strategy Despite the apparent intention to design education projects on the basis of the needs of the local community, adult education policy-making remained a top-down process from which both actual and prospective adult learners were excluded That was not unusual as education in the colonial state, whatever its form and level was principally aimed at legitimising the colonial state and not at promoting the indigenous populations It was meant, and it did function, as an ideological state apparatus geared at maintaining the *status quo*

1961 - 1966

Immediately after independence in 1961, the importance of adult education in community and national development became more obvious The illiteracy rate was as high as 75 per cent and the government realised that no development would be forthcoming by relying on an illiterate population Yet, at the same time, there was an urgent need to build a sound economic base, to create a reservoir of low and middle-level human resources to fill the positions left vacant by colonial administrators and functionaries, to strengthen the instruments of the state and to consolidate national unity The civil servants, professionals, middle-level technicians and political activists required some general education, vocational

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and professional training, as well as familiarisation in their new tasks and roles in national reconstruction

Key institutions were established to cater for human resources development Development workers organised literacy classes and women's groups as well as self-help projects such as construction of feeder roads, houses, wells, latrines, classrooms and dispensaries There were some positive results, particularly regarding literacy training

In spite of the government's recognition of the importance of adult education and notwithstanding the fact that some vital adult education activities were started and others expanded in different parts of the country, there was not yet a well-defined national policy on adult education, nor did the government's funds allocated to adult education reflect the importance that was seemingly being attached to the latter Also, the quality of the literacy training process inside the literacy classes left much to be desired the community development workers in the rural areas, themselves lacking the requisite professional training in adult education, conducted adult literacy classes in the traditional narrow sense using reading materials which were primarily meant for children They wrongly assumed that peasants were conservative, ignorant and incapable of initiating and implementing their own development plans, and they adopted a paternalistic attitude and approach to handling adults in adult education and literacy training activities (Hall, 1976) which the latter resented

As a result, adult learners' motivation and enthusiasm to participate in adult education activities diminished The government, apparently convinced that to organise adult education activities, particularly literacy classes, was to engage in a nationalistic and patriotic endeavour, responded to the extent of using sanctions and at times treating absences from literacy classes as a crime punishable by lock-ups and/or cash fines (Ishumi, 1981) Consequently, literacy classes came to be hated by many adult learners who increasingly viewed literacy training as an extension of state control over their lives

1967 -1980

In 1967 Tanzania proclaimed the Arusha Declaration which sought to transform the inherited colonial socio-economic structure The country was to build a socialist and self-reliant nation through proper utilisation of available resources and people's own effort and initiative That kind of economic transformation could best be realised through offering proper education Thus, Nyerere (1968 33) argued that 'in order to properly implement the policy of self-reliance, the people have to be taught the meaning of self-reliance and its practice' Hence the introduction of yet another important policy of education for self-reliance (ESR) (1967) which advocated a fundamental departure from the earlier concern over quantitative increases to relevance and appropriateness of education to the new society envisioned (Komba & Temu, 1987)

The colonial education system was rigorously criticised for being consumption and privilege oriented, geared at schooling a few and thereby divorcing them from their society ESR promised to overhaul the entire system with respect to its purpose, content, process and organisational structure Schooling had to be a mental as well as a productive undertaking, oriented towards rural areas particularly to agriculture Above all, the temptation to intellectual arrogance among the educated had to be counteracted through the development and encouragement of co-operative attitudes, respect for manual labour, creativity, critical thinking and self-confidence, as well as through increased integration with the surrounding community

Those philosophical parameters were also brought to bear on adult education, which was given prominence in many government and ruling party speeches directives and circulars Perhaps the most well-known of all was the then President Nyerere's Adult Education Year speech of 1969 in which he asked the nation to make 1970 a special year for adult education He pointed out that adult education should improve the quality of life of peasants and workers by enabling them to build better houses and to use better tools in order to increase agricultural and industrial productivity,

as well as to improve their health through employing modern methods of hygiene He further explained that adult education should help in changing people's attitudes towards themselves, their fellow human beings and their own cultural milieu, while also enabling them to understand national development plans so that they could play their part in making them a success for the benefit of all

As far as workers were concerned, the government issued a directive on workers' education, calling upon all work places in the country to design education and training programmes for their workers of all levels Employers would thus have to allow workers to engage in some educational activities for at least one hour each day, and to set aside a special budget for workers' education activities This period saw the integration of adult education in the national development strategy

The Second Five-Year Development Plan (1969--1974), for example, showed quite clearly that adult education had a vital role to play in national development by stressing that

> *The main emphasis in adult education in this plan period will be on rural development It will include simple training in agricultural techniques and craftsmanship health education housecraft simple economics and accounting and education in politics and the responsibilities of the citizen*

The main organising responsibility was entrusted to the primary schools which then became community education centres at which the provision of primary education would be one function Head teachers became adult education co-ordinators at their respective schools while the rest of the teachers were required to teach adult education classes in addition to their regular teaching duties All ministries, institutions and organisations, including NGOs, were called upon to co-operate in adult education activities thereby ensuring the sharing of all resources available in the community

Government's commitment to adult education was also reflected in its budgetary allocation to adult education which amounted to ten per cent of the total budget of the Ministry of Education

Table 1   **Annual recurrent expenditure on adult education activities, 1969/70 - 1979/80**

Year	Government contribution	Donors	Total
1969/70	2 457 495		2 457 495
1970/71	9 966 500		9 966 500
1971/72	11 071 800	3 553 650	14 625 350
1972/73	18 732 700	27 403 798	46 136 498
1973/74	20 552 000	27 625 228	48 177 228
1974/75	22 660 000	27 732 528	50 392 528
1975/76	26 967 330	34 038 065	61 005 395
1976/77	45 584 970	17 100 000	62 684 970
1977/78	91 496 810	33 344 217	124 841 027
1978/79	95 026 800	40 390 000	135 416 800
1979/80	98 638 800	38 897 000	137 535 800

Source Mpogolo, Z J (1980*) Workshop on Planning and Administration of National Literacy Programmes* 22nd November - 2nd December (Mimeo page 18)

Tanzania's mass drive against illiteracy and other innovative adult education policies and practices also attracted a large following of sympathetic supporters around the world, both liberal and then socialist intellectuals This marked the beginning of the many agreements made between Tanzania and donor agencies interested in supporting Tanzania's own initiatives to promote her development through a process which was purported to involve as many people as possible, from high-ranking officials to the ordinary peasants in the villages

With international support and utilising its own limited domestic resources, Tanzania participated in the World Experimental Adult Literacy Programme initiated at the Tehran Conference in 1965 The ensuing functional literacy model, tried first in the Lake Regions and later adopted for the entire national literacy campaign, was utilised adult learners learned the three Rs while at

the same time they acquired functional skills and knowledge about socio-economic conditions and their own practical lives Thus, a coffee farmer would not learn only how to read, write and count, but the very literacy process would become an opportunity for him to learn better coffee farming practices In addition, mass education campaigns, utilising prepared study guides, radio programmes and group discussions, were initiated to address specific economic, social, political and cultural problems

During the national adult literacy campaign launched in 1970, more than six million illiterates enrolled in literacy classes, which themselves were located in various locations including primary schools, health centres, church buildings, co-operative buildings, individual homes, and even in the open under the trees Thousands of teachers were recruited from different occupations, from government and non-government organisations as well as young volunteers from the villages, to assist in teaching literacy classes without or with only little honoraria Twelve different primers were written through writers' workshops, focusing on the major crops grown in different parts of the country such as cotton, bananas, tobacco, maize, rice, cashew nuts, coconuts and wheat Others were on home economics, fishing, cattle and civic education

Table 2   Toward eradication of illiteracy in Tanzania, 1969-1986

Year	Enrolment			Teacher/ Ratio	Student	Illiteracy Rates (%)		
	Men	Women	Total	No of Teachers	Ratio	Men	Women	Total
1969	206214	335348	541562	-		55	81	69
1975	2287921	2897061	5184982	133885	1 38	34	44	39
1977	2544590	3275022	5819612	7578	1 769	22 3	30 4	27
1981	2716791	3382406	6099197	8563	1 712	15	27	21
1983	2744371	3416406	6156777	7895	1 779	10	20	15
1986	2866864	3445424	6312288			7 1	12	9 6

Sources   National Literacy Centre Mwanza, 1987 (chart)
Bwatwa Y D M and S Sumra (1987) *A comparative study of adult education in Tanzania Mexico and Canada*

In order to assist the neo-literates to continue practising their literacy skills, a post-literacy curriculum was launched in 1975 and included the operation of centres for theoretical and practical courses, building of development colleges and rural libraries, introduction of zonal newspapers, and the launching of radio education programmes and correspondence studies

However, in spite of the many efforts in this period to develop an adult education policy a curriculum and elaborate planning and co-ordinating machinery recent studies have shown a conspicuous mismatch between local needs and the adult education programmes of which literacy and post-literacy are the main ones (Kweka, 1987, Mlekwa 1990, Car-Hill et al 1991, Kater et al, 1992, Lasway, 1992)

Notwithstanding the functionality of the literacy curriculum, priorities dictated at the national level became the content of the learning materials rather than the reality and felt needs of adult learners in their localities Since the primers were introduced in early 1970, they have not been subjected to any critical review

Likewise, the post-literacy programme has been using a centralised national curriculum A number of reviews have been made to assess the suitability of the curriculum but they too have not addressed the learners themselves and their communities This shortcoming appears to have contributed much to the deterioration of post-literacy activities in the country

Gender inequality which exists virtually at all levels, has continued to constrain women's participation in decision-making processes, adult education and other development activities In most rural communities, women are not represented in any of the development committees and, where they are members, they do not play an active role in decision-making compared to their male counterparts

Despite the commendable efforts made in adult education policy making, a lot more still needs to be done in terms of planned interventions to create community awareness, empowerment and

ownership of the adult education programmes It is encouraging however, to note that the government, as per its recent integrated education and training policy, has advocated community-based basic education for children and adults Some donors have initiated some viable community-based programmes and projects such as health, water and sanitation, and they seem to be willing to continue supporting such initiatives

Adult education during economic crisis & political pluralism

In the late 1970s Tanzania began to experience an unprecedented economic crisis never before witnessed in history the general world recession made Western nations overly cautious about granting foreign aid to developing countries unless it was directly tied to their own military interests A new configuration of power emerged with the disintegration of the Eastern Bloc, leading to the development of new demands and priorities At the same time international criticism of Tanzania's domestic policies was intensified by the Western countries which were arguing for free enterprise and austerity measures as advocated by the International Monetary Fund and as a necessary prerequisite for balance of payment assistance

As a consequence, international agencies which had previously rendered substantial support to Tanzania's development efforts, including education, began to withdraw or to reduce their financial support Sweden, for example, the largest source of external aid to Tanzanian education, was forced by the strong international criticism of Tanzania's policies to 'carefully justify each of its programmes to an increasingly sceptical parliament and public' (Unsicker, 1987 243)

Given the worsening economic conditions, the Tanzanian state began to reconsider its distributive policies including education There was, for example, a drastic reduction of government budgetary allocation to education from 14,1 per cent in the mid 1970s to only 6,5 per cent in the late 1980s (Ministry of Education Annual Report, 1987/88 44)

Shifts in donor and domestic policies had adverse effects on the provision of adult education in Tanzania Firstly, adult education, which in the early 1970s was treated as part and parcel of the country's development strategy, began to shift from the central position it occupied in government plans Secondly, there was a shift in focus from basic literacy classes to post-literacy classes, aimed at preventing neo-literates from relapsing into illiteracy and enabling them to continue learning Participants were required to register in one of four biases, namely agriculture, technical crafts, domestic science or workers' education The post-literacy programmes, however, have also been adversely affected by the economic problems, especially those which are dependent on foreign capital such as film education through mobile film vans Thirdly, in rural areas most people, particularly women, are poor and over-burdened with their day to day survival activities Time budgeting in such rural communities is a problem people are as a whole left with little time to participate in adult education activities

These problems have had important implications on the organisation of adult education activities in the country Given the introduction of the multi-party political system in 1991, adult education must be transformed in its objectives, methods and procedures This is partly due to the fact that resources are no longer available to organise a large scale national literacy or post-literacy programme Adult education must now encourage the spirit of tolerating divergent views, as put forward by individuals, groups and political parties, as well as develop independent and critical thinking among all the participants Hence the need to think seriously about developing and organising community-based adult education programme which will emerge from the community, proceed through community initiatives and benefit the community concerned Table 3 shows a community-based adult education model being piloted in Tanzania

Table 3 Community-based adult education model

Task	Level	
Awareness creation	Nation/ Region/ Distnct/ Village	An understanding of the concept of community based adult education in relation to community development An awareness of community members role in planning implementation and evaluation of their own development activities Giving examples from other projects utilising animation techniques Discussion of gender constraints focusing on subjects like division of labour control over resources decision making and others
Analysis of community problems	Distnct/ Village	A cntical analysis of community development problems Identification of cntical problems needing attention
Planning and implementation strategies	Village	Determination of adult education pnonties Development of a plan of action on short and long term basis Establishment of planning machinery committee members facilitators Definition of roles of members Identification of community s human and matenal resources Identification of learning needs
Programme development	Village	Development of reading matenals Identification of reading matenals existing outside the community Development of other reading matenals on folklore local stones local innovations documentation of cultural issues which need to be preserved Establishment of community newspaper or magazine
Management monitoring and evaluation	Village	Community members keeping records of all that is being discussed Dissemination of evaluation and monitoring information simple reports to community members Discussion of the evaluation reports by community committees
Develop new programmes	Village	Continuous learning through developing new programmes based on emerging new demands and learning needs in the community

Sources Adapted from Mlekwa V and R Lasway (1994) *Sustaining literacy and post literacy in Tanzania A model developed for the Ministry of Education and Culture Tanzania in collaboration with the Saskatchewan Institute of AppliedScience and Technology*

The model shown in Table 3 is being piloted currently in two villages in Tanzania It is hoped that the results will motivate policy makers and adult education practitioners to use the model in many more villages According to this model, the content, process and methods of adult education must be conceived, developed and implemented co-operatively by all concerned parties (women, youths, elders, facilitators, representatives of institutions and organisations in the community) with emphasis on the potential and actual adult learners who should form the core of the educational programme This presupposes a willingness on the part of policy makers and adult education professionals to place a genuine faith in the capability of ordinary peasants and workers to analyse their own development problems, to develop realistic and viable strategies of resolving them, to utilise resources available in their own communities, and to assess their successes and failures In this case the role of the adult education professionals and teachers becomes one of simply facilitating the development process taking place in the community of which they are members In other words, they should also be adult learners

Concluding remarks

What emerges from this descriptive analysis of adult education policies and practices is a realisation, on the part of the Tanzanian state, that education as a whole can contribute to the development of individuals, groups and communities The state has been formulating and reformulating its adult education policies as well as introducing and/or changing some adult education practices in light of the developments occurring throughout the state's evolution

However, it would appear that changing adult education policies and practices in itself is not sufficient There is also a need to transform the socio-economic conditions which provide the context of education and which may facilitate or constrain the smooth implementation of educational programmes The reconstruction of adult education at any historical moment presupposes the reconstruction of society

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DISCUSSIONS

1 To what extent did the provision of adult education assist with the material improvement of people?

Adult education has not alleviated poverty, particularly in rural areas, but it has contributed to development For example the reading materials used by adult learners in Tanzania are based on the economic activities of people Various evaluation reports have indicated that adult learners have acquired skills in agriculture and other related fields by using these primers But quality seeds, insecticides and fertilisers have to be at the disposal of these communities to enable them to utilise modern methods of agriculture successfully

2 Have skills been transformed and translated into development?

3 Are strategies and the role of practitioners revisited?

4 How is development measured and what is the causal relationship between the reduction of illiteracy and development in Tanzania?

- Evaluation is problematic as adult education programmes are only one of many contributing factors that contribute to the development process For example, exposure to mass media also impacts on this process It becomes difficult therefore to measure the impact of education only
- Tests have been administered to establish the level of knowledge acquired as a result of participation in literacy classes In this way the literacy and skills levels of participants have been determined
- Four levels of literacy exist presently in Tanzania Individuals at level four have reached a stage equivalent to four years of primary education, and are thus functionally literate and capable

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of continuing to learn independently National literacy examina-
tions are administered to determine the competency levels of
learners
- Before the launching of the literacy campaign, people's agricul-
tural methods were inappropriate However, after attending lit-
eracy classes farmers were assessed It was found that the agri-
cultural methods and skills acquired, were being utilised

**5 Was the literacy programme initiated as a reaction to the
economic crisis or was it a planned intervention?**

The literacy programme was partially due to the economic crisis
and partially a planned intervention But a national literacy cam-
paign cannot be organised if donors are withdrawing their assist-
ance and if a country is facing serious economic problems There-
fore, community-based adult education programmes should be
developed on a smaller scale which will be relevant to the needs
and interests of the community

**6 Are the figures in the paper only an accounting of what the
state offers to people or does it include provider organisa-
tions like NGOs and private companies?**

The figures in the paper reflect government contributions This
does not mean that only the state is involved in financing adult
education programmes NGOs are becoming very active in the
adult education movement

**7 Should there not be a correlation between the total funding
available for adult education and the number of learners
and teachers?**
8 How is this process managed?

Whatever the achievements have been in adult education, they are
the result of the contributions of young volunteers who have spear-

headed the adult education movement in the country Primary school teachers have been given the responsibility of teaching adult learners in primary schools The principal or head-teacher acts as the co-ordinator of these adult education programmes, as well as teaching and organising education for children

In Tanzania it is common to see teachers in primary schools teaching as many as one hundred students per classroom This trend is also seen at tertiary level The conviction is to provide minimum education to everyone rather than concentrate on a few individuals in society, because to read, write and count is a fundamental human right The number of learners in one classroom is large but given the limited resources, the Tanzanian government has endeavoured to include everyone in the educational process

THE ROLE OF COMMUNITY COLLEGES IN SOCIAL AND ECONOMIC DEVELOPMENT

DR TOM NORTON - PRESIDENT, ASSOCIATION OF CANADIAN COMMUNITY COLLEGES

Some useful lessons have emerged over the last thirty years from the Canadian college system, which has twelve separate jurisdictions and 65 counties Nothing that the Canadian colleges have done in education, however, is transportable to anywhere else In Canada itself, nothing that happens in one province is easily transferable to another The institutions are dramatically different in each of the counties as well as the provinces

Nevertheless, there is transportability in the common processes to develop institutions At best, Canada can lay out a buffet of different experiences for other countries to learn from *Whatever your dream is is someone else s nightmare Wherever you are going someone is leaving Whatever you think is justified by the most recent fashion of adult education philosophy is immediately being dismissed by someone else who sees it as a despicable imposition by one group on another*

There are no firm answers, only a series of continuing compromises by which different groups in society can emerge with an institutional balance to meet the needs of the moment It is the concern of community colleges to ensure that institutions represent true community partnerships

World competition means that unless countries are economically successful, there will be no revenue to fund activities In Canada there are no donors, only people who will loan money to colleges But the people who loan money have the same level of

fatigue as donors Unless Canada balances its books, it will face enormous devaluation of its currency and a complete economic non-competitiveness in the world market

The skills of the Canadian work force are competitive Every other competitive arena can be replicated easily in any country Equipment can be purchased, factories can be built and imported systems can be replicated

Ninety per cent of the work force will be working for the next ten years Adult education, therefore, has to do with the skills of the working adult population because 10 per cent of the work force touches base with the colleges every year The question arises What are the other 90 per cent doing? If the other 90 per cent are not learning, the economy will soon represent the history of technology, rather than its future Unless a national human resources development strategy is created that engages all Canadians in lifelong learning, Canada will become an economic dead end

In Canada, 23 per cent of adults are illiterate and this percentage (by UNESCO standards) represents an enormous challenge for any learning system At the same time, equal or greater emphasis has to be placed on the competitiveness of the work force Unless a country is economically successful there cannot be resources to help people who need help

Within the Canadian framework there have been efforts to identify the key education reform themes that are important in the development of institutions In looking at the aid of the Organisation for Economic Co-operation and Development (OECD) nations, the following themes are consistent

Commitment to national goals and directions

There are no national standards, only international standards Unless a country's work force competes at the same level as the work force in Singapore, USA and Germany, it cannot compete realistically There is no future in talking about Canadian standards in technology, business and health if ultimately there is no compari-

son with international standards Canada's obsession at the moment is to compete internationally, to focus on excellence and effectiveness in education and training

Reform must relate to life-long learning, hence the development of institutions that can adequately engage people in life-long learning Canadian community colleges are part of the learning system of primary school, secondary school and university Students can finish twelve years of schooling and enter a college many community colleges offer the first two years of university study and assist people with their last two or three years of secondary school Roughly 10 per cent of community college students become university graduates

But it is important to note that community colleges stand outside of the system as well This is where people who have left school can re-engage in school and people who are illiterate can develop literacy skills The notion of developing long-term bases for engaging the population in its own improvement, education and future becomes fundamental in any growing society

Developing closer links between education, training and the economy

The whole social impact of Canadian institutions and colleges tends to focus on the link between education, training and the economy National government can be effective in allowing the self-development of communities and in setting national standards, thus ensuring consistency and mobility of people with skills among different jurisdictions Beyond that, economic development takes place most successfully when communities organise for their own economic future People who live and share in that community are the only people who are willing to put in the volunteer time and the extra energy to help that community move ahead Partnerships of institutions, business, industry and labour, and of the community agencies in that community, are essential to that community's future

Though there are partnerships in each community, institu-

tions tend to be isolated from agencies, industries, businesses and other institutions To the degree that Canadian community colleges are isolated from the community, they have failed But to the degree that they provide an opportunity for communities to participate in their own developmental future, they are successful

The Canadian College/Institute Model

COLLEGES
&
INSTITUTES

Worker Upgrading
&
Community Development

BUSINESS,
INDUSTRY
& LABOUR
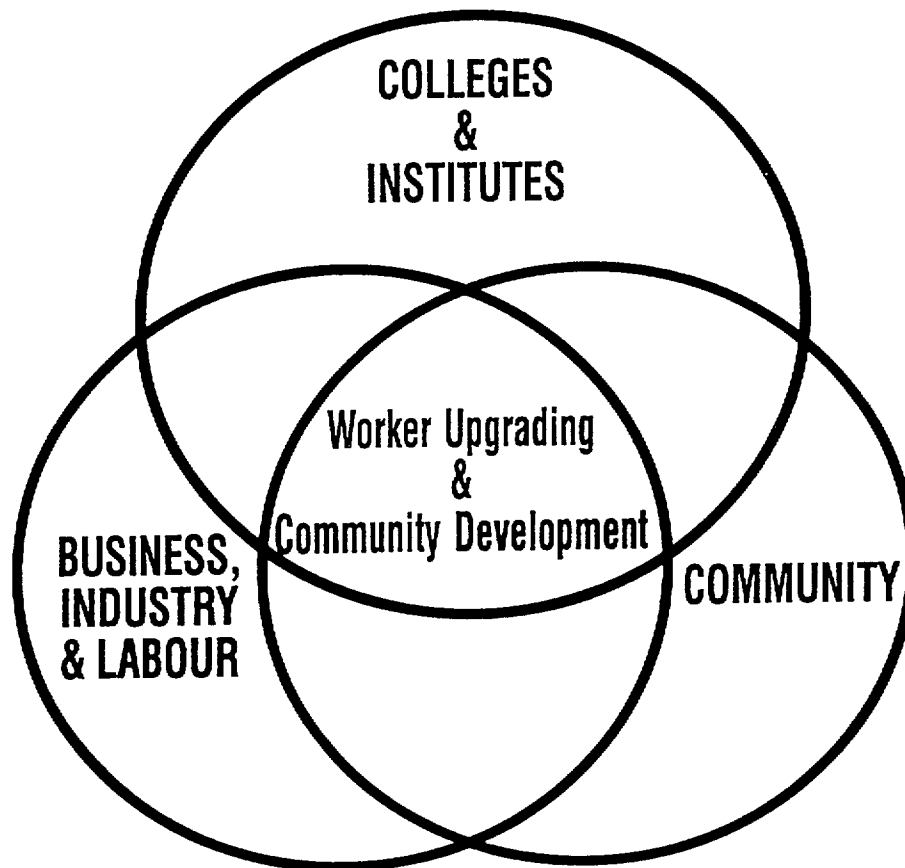
COMMUNITY

DISCUSSIONS

Economic impact on institutions

Entitlement is a concept that is fast becoming *passe* The thinking used to be that South African institutions were entitled to support by the state, that individuals within communities were entitled to support for their tuition, and that graduates were entitled to a job This kind of thinking has ended in many countries because state financial resources have shrunk Beyond that, the state is disengaging central government from direction and directives in society and the economy The devolution of power to provinces often happens without the devolution of revenues to support the new challenges

- Thirty years ago Canadian institutions received 90 per cent of their funding from the state and 10 per cent from tuition and other income The situation today is as follows
- The majority of institutions receive less than half of their funding from the state and the rest is earned income
- Teachers are secure to the degree that they have a product they can sell in the market-place through the institutions
- Institutions are secure to the degree that they have partnerships with industry, institutions and agencies that value what they do
- Students are secure to the degree that they will invest in themselves and be prepared to repay that investment income-contingent repayments over a long period of time
- The state seems to a large extent, disinterested in funding education and for community colleges to remain viable institutions, partnerships have to be formed in areas of society that have value and that form the economic component of society

The future is in being entrepreneurial

- Community colleges have to act like private sector institutions

within a framework of national policy at one level and provincial or state direction at the other. This is a fine balancing act with community colleges having to comply with the directives of the different stakeholders, each thinking they have exclusive influence and control over the colleges.

- Co-operation of local authorities in institutions is absolutely mandatory and interest of the local boards of directors, as well as commitments to communities, is fundamental. The ability of institutions to be nimble, flexible and to respond to the community is directly related to the degree to which they are accountable to the community. In the past, institutions reported to central government agencies far removed from the communities. In the future, institutions will have the freedom to act at local level, although they will work within the standards set by a national government and be informed by international activities.

Small and medium enterprise

The South African economy is built mainly on small and medium enterprises and not on multinational corporations. As multinational companies grow in economic influence, they shrink as employers. Currently, Canada is in the middle of an economic recovery that is reducing total employment. For example, Ford Motor Company is increasing its capital by one billion dollars over the next two years in a new assembly plant for vehicles. The total impact of that investment will be a reduction of tens of thousands of jobs. The time is past when the state or any other agency increased its capital investment and thereby created economic activity.

Programmes to strengthen small and medium enterprises
- A unique programme in the colleges, namely the 'economic receptors programme', centres around technicians in most companies who understand current technical or business developments offered within that company's area of expertise. The technicians have the ability to develop one product or service at a

time, which the company then builds on and is able to expand This programme has been very effective and a major contribution to the economy Entrepreneurialism cannot be taught, but if the spark exists in people then it can be fostered through the use of incubators and other mechanisms

- Many small programmes sell training courses to companies Also, community colleges are developing linkages with companies These linkages hinge on the commitment of community colleges to prepare the learners for developments in technology, the expansion of the work force or the environment they have to enter These long-term links with industry indicate to politicians that institutions are an integral part of the future economic success of the country which, in turn, attracts revenue to institutions

Social contribution

An important social contribution of community colleges is to give people hope For a number of people the feeling of being excluded from the formal economy takes away any hope of creating a new future for their family or themselves Through defining adult education broadly, not just at the literacy level but as a way of re-engaging with the formal economy, institutions provide a sense of hope to those disengaged from the economy

Appropriate education and training

Unemployment is a tragedy Worse is the unemployment around people with education and skills The notion that education leads to work and that training is the replacement for jobs is not true Linking economic growth with appropriate training that supports the creation of jobs is fundamental A national human resources development strategy must link an appropriate supply of new skills with industries as new products are developed

Life-long learning

A system built on front-end skills, which says individuals will be

trained for the first twenty years of life and then they will spend the rest of their lives working happily until retirement, does not make sense and is an outdated concept For an economy to function, the resources must be spread so that over their working lifetimes, people can see themselves as part of a life-long learning process

As governments develop and implement their national human resources development strategies, the shifting of resources from education at the front-end of people's lives into an allocation of resources that is spread over people's lives becomes fundamentally important This creates the opportunity of bringing people's own income into the equation For example, while they are working, they can use part of their income as well as profits earned by companies to invest in themselves It has been the *modus operandi* of companies to externalise the cost of training and make it some one else's problem An investment in human capital is as important as an investment in any other sector and this has to be factored into the equation of national economic survival of a country

In the long-term, the impact of institutions on communities has been substantial In the social sense, it has brought into communities a whole framework of learning that has not been there before, for example the use of prior learning assessment has brought into communities an ability to recognise skills regardless of where they have been mastered and to give individual's credit within a framework that provides a sense of being engaged in a formal system This prior learning assessment mechanism has become extraordinarily important

Prior learning has brought into communities a sense that lifespan learning is fundamental both to the individual's growth as a human being and to the individual's continued engagement in the formal economy Therefore, the notion exists that large institutions are comprehensive, that they bring together a great number of opportunities for both the economic sector and for individuals, that those that are sufficiently comprehensive and form part of an individual's life span enable them to respond at different times to

different needs of individuals is fundamental within society and communities

Accountability

There are a series of compromises amongst institutional partners with no policy answers or final conclusions There are only a series of compromises and agreements Accountability for the success of institutions rests with institutions and not with government or with external funders Unless people within institutions take control of the destiny of their institutions, the institutions will ultimately have no future Governments cannot continue to fund them and donors or external loaners will simply not pick up the tab Accountability goes with autonomy and partnership within the community goes with future success

REPORT ON US STUDY TOUR

Mokaba Mogatle, Co-ordinator, NICE

Purpose and scope

The purpose of the following report captures the experiences of 24 people who participated in a tour of the USA during 1994 spanning the areas of

- legislation,
- governance,
- management and administration,
- student affairs,
- instructional affairs, and
- issues around financing

The outcome of the visit and subsequent document seek to analyse the American scenario and make recommendations on an approach to education and training, using community colleges as a vehicle for delivery of human resource development in the South African context

It further reflects lessons learnt in respect of community colleges, more especially legislation on community colleges, governance of the college sector, management of the administration, curriculum and academic affairs and instructional services including more importantly the financing of the college sector

During the period between November and December 1994, 24 educationalists representing the following areas participated in the tour

- the nine provincial ministries of education
- the Education Community Colleges Association of South Africa,
- the South African Committee for Adult Basic Education and Training,
- the Association of Regional Training Centres,
- non-governmental organisations and

- the National Institute for Community Education

The tour included post-study tour activities and was funded by the USAID Creative Associates International Inc, in Washington, USA facilitated the tour and compiled the itinerary The tour culminated in an important initiative - the only one of its kind in the South Africa

The initiative was structured around provincial workshops One objective was that representatives should return and inform stakeholders from the provinces Eight provincial workshops in eight provinces took place (Northern Transvaal did not have a workshop)

The objectives of the workshops were to profile the current work done on community colleges in South Africa and to share and further develop implementation guidelines for education and training for adults and out-of-school youth through a community college system

The community college concept in South Africa is largely influenced by the American experience of similar colleges and has triggered debates throughout the country to begin looking at a system that can begin to address a range of needs of South Africans

Since the community college debate started, South Africans have been opposed to any attempt to import foreign models but opted for a process that would lead to the development of a South African community college model Although there is no policy decision yet on whether a community college system should be incorporated as part of the new system in education, the White Paper on Education refers to the community college concept

The participants of the tour tried to look at the lessons learnt in the USA and weave them into the South African context When one refers to adult education and training within the country one is referring to a sector that has not been institutionalised, that does not have a framework and that has been fraught with fragmentation

Some ground work has been done and close association with

a number of organisations and institutions around the area of community colleges has been established These institutions include
- universities,
- technikons,
- NGOs,
- provincial ministries,
- political parties, directly and through the South African Committee for Basic Education and Training and
- other role-players

Challenges

While the investigations have been nationally interactive, the debate remains uneven in provinces When issues were workshopped in provinces it became clear that the debates have not permeated the provinces equally This is a challenge, as provinces like Gauteng, Kwa/Zulu Natal, Western Cape and Eastern Cape have participated in this debate for the last two years However, the same cannot be said of the five other provinces

South Africa has, in principle, accepted the inclusion of the word 'training' in all aspects of education On the ground however, there still exists a gap between education and training Similarly in business and the private sector where the latter largely functions independent from education that is provided in communities by NGOs, technikons, universities and technical colleges It is imperative to bring these important stakeholders into the joint planning and implementation process

Institutions of higher education have to recognise and accredit courses provided by community-based organisations and other providers Therefore the NQF and SAQA must be defined, understood and accepted by all education and training stakeholders This will provide community education with the status it deserves as not only as second rate education This way learners will be assured that their courses, even in community learning centres and community colleges can provide them with both vertical and horizontal movement as well as business and employment opportunities

The rural perspective

Community education has to be driven by the needs of a particular community The needs differ from one community to another with rural communities have different needs than urban communities For example the state of California, which is predominantly rural, focuses on agricultural training Firstly, it is what these communities require and expect from education and training and secondly, agriculture is the main employer and Californians pride themselves on producing about 25 per cent of the country's food Local business fund these institutions both with financial resources and through donations of equipment and training

In South Africa, education institutions located in rural provinces have very little focus on rural needs and education They have produced few people with agricultural qualifications to serve their provinces and the majority of graduates are in fields far removed from their rural setting and needs with the concomitant migration of graduates to affluent provinces like Gauteng and Western Cape

This problem is rooted in the Bantu education system of the past Communities were never at any stage consulted when setting up institutions in their areas and they had no influence on the type of courses to be offered This has always been the government's responsibility Even institutions focusing on agriculture in rural areas in South Africa were deliberately under-funded Community education in South Africa should avoid this trap as this has resulted in many graduates from rural areas being unemployed as their degrees or diplomas are not relevant in both in urban and rural areas

In both rural and urban communities in the USA local business sees itself as part of that community and that they have a role to play within that community, unlike the South African concept where business sees itself as operating outside of the community Local business people merely reside in that area and do not necessarily become directly involved with the development of the community South Africa needs a complete turnaround on its rural

approach to education Building thousands of schools which do not address community needs in the rural areas is far removed from a solution to this problem

Legislation

The USA has a three-tier system consisting of federal, state and institutional government

Federal Government

The Congressional Sub-committee in Washington DC deals with federal legislation including legislation on post-secondary education A Bill is approved by the congressional sub-committee and congress and then signed by the President The Congressional Sub-committee consists of 25 members with the Authorisation and Appropriations Committee also playing an important role in legislation

Following World War II, President Truman piloted the GI bill to provide opportunities for American citizens to participate in two-year colleges This 1972 Higher Education Act is still in place and the State Board and the 1202 commissions ensure that federal legislation is adhered to at state level In American community colleges specialists heading the legal affairs department are employed These specialists ensure that the colleges policies are in line with federal and state law Congress' role is to approve finances of education and student financial aid, oversee institutional plans and accountability for example admission policies, federal policies on issues such as gender, racism, minorities and disabled people

The Federal state deals with diverse issues amongst different states on policy and legislation concerning higher education Colleges and universities report to the secretary of education In most states, governors appoint the board of trustees of community colleges There are states where board members are elected and matters of articulation and transfer are dealt with at state level, for example

- In Texas the co-ordinating board for the Texas college and university system has the responsibility for approving and publishing a transfer curriculum for all major subject matter
- In Florida admission on community college graduates to universities are protected by legislation There is significant faculty participation in state wide articulation activities in Florida, California and Texas
- Funding legislation differs from state to state Some states derive their funding from property taxes and lottery sales tax

Limitations in the American scenario

- State-wide agreement on implementation is hampered by the constitutional autonomy of the universities, especially on matters pertaining to admission policies, for example Flagship State University seems to prefer qualified freshmen applications over transfer students from community colleges
- The Interstate Corporation on admissions is not enforced by federal legislation There are however lobbying structures such as the American Council on Education which deals with issues that are supposed to assist with the implementation of this college sector movement within the American situation Other structures like the American Association of community colleges acts as the voice of two year colleges in that particular situation and serves to ensure that interests of these community colleges are recognised and understood in Congress, the White House and the federal agencies

Implications for South Africa

Presently, there is no legislation on community colleges within the country Devolution of powers from central government is still in process and the role of the Department of Education is still under investigation However, there is consensus on the following functions of the department

- funding,
- that SAQA is in place to ensure accreditation takes place,

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- legislation as there is no legislation in place with regard to how these colleges are going to be registered
- norms and standards, etc

The report reflects a proposed Bill to start debates in order to facilitate the issue of legislation within the country The Bill essentially tries to achieve three things

1   Provision of adult basic education and training, vocational education and training and provision of community education and training to adults and out-of-school youths whose schooling was disrupted or who never completed compulsory schooling

2   The establishment and registration of community colleges, community training centres and private delivery institutions of adult basic education and training, vocational and technical training, career education and training, community education and training as well as transformation of state colleges into community colleges and state night schools into community learning centres

3   The establishment of stakeholder councils for adult basic education and training, governance, management and regulation of adult education and training for matters connected therewith

Governance issues

The USA three-tier government system ensures that norms and standards, as well as the Statutory Consultative Councils are in place and policies and that democratic governance structures are in place within those colleges

Now that the national and provincial governments are in place, there is a need to reflect on governance at institutional level and develop proposals around this area

Student affairs and support services

The American system of community colleges begins to address some of the principles relating to community colleges They largely deal with

- how students need to be admitted to institutions,

- recruitment of these students
- administration of tests which will ensure that people are placed at appropriate levels and in courses they wish to follow and
- missions of the institutions relating to community colleges that are in line with the principle of open access

How does one begin to ensure that some of these principles are entrenched and business, private sector and various providers form partnerships in relation to how training and education programmes are going to be delivered?

South Africa needs to learn that in the past it was inundated with physical facilities and infrastructure but in the present situation it is necessary to be innovative and to think creatively about utilising the existing human resources, physical facilities, maximising the use of limited funds and to start implementing community colleges on both a partnership and a collaborative basis

Recommendations

- The establishment of community colleges with satellite community learning centres will be the most radical change to be introduced in the education and training context within the next few years, because of the newness of this kind of provision Urgent care should be given to the creation of a structure that will oversee community colleges, since the idea is to bring education closer to people Assessment and education policies should reflect this
- While central government ought to have overriding powers on principles and practices adhered to in institutions, the government should also assist with accreditation and courses offered A number of institutions are ready to provide properly accredited programmes and legislation on articulation between formal schooling, higher education and community college programmes on a national and provincial level and this therefore needs immediate attention by the government of national unity
- Community education which is about to be introduced in South Africa has the potential to radically change the traditional con-

cept of education The community education movement should ensure that redress starts to deal with past inequalities as well as beginning to provide education and training that will deal with the acute need for skills, and providing comprehensive education outside the formal schooling system Community colleges should admit students with a range of entrance levels, providing for what is referred to as second chance

- The NQF needs to be debated and proposals developed on how to take these debates forward
- The need for this second chance should be aimed at people who have left the formal schooling system, are functionally illiterate or who do not have a level of education to successfully negotiate with the world of work in terms of attaining employment
- Community colleges need to provide community, business and industry with leadership and co-ordination capabilities by jointly articulating their unsolved problems in communities
- The colleges must cater for all age groups and access to education and training services and educational and vocational services must be designed to meet the needs of communities
- A proposal has been developed which focuses on three sections of the South African community
- The government should fast-track the development of legislation, funding and establishment of norms and standards in order to provide an enabling environment for the community movement
- Provider Institutions, for example technical colleges and manpower training centres are ready to provide pilot programmes All stakeholders have to meet and shape a system that will ensure that these programmes happen
- Based on the principle of using existing physical, human and financial resources pilots have to be set-up in all provinces which serve as transformation vehicles Community colleges have to be initiated in various provinces and mechanisms for partner-

ships of delivery of programmes should be developed
- This report is going to facilitate and assist in the establishment of community colleges and provide terms of reference for the establishment of the Commission on Further Education

PROVINCIAL REPORTS

Provinces were given the opportunity to inform the conference on what they had been able to implement since returning from the US Study Tour

FREE STATE FRANK MOLELLE

Linkages with the state the Free State ABET Forum

The NGO Consortium has been in contact with the MEC of Education, who called a meeting with the Forum and the Directorate concerned with ABET

- The Forum, as a result, had formal and informal interactions with the Directorate
- The Curriculum Guideline workshops of the Provincial Task Team were held at Welkom, Maselspoort and Harrismith in April 1995
- A stakeholders' workshop was held in April 1995 to address the following
    common ground between the state and NGOs,
    co-ordination of ABET in the province,
    forming uniform strategies,
    choosing a central office to co-ordinate and audit the total provision of ABET in the province
- The Education Department participated in the NICE provincial workshop on 16 March 1995, where Dr T Thoahlane and Mr T F Molelle presented the visions of community colleges and ABET held by their respective Directorates
- The MEC also presented a paper endorsing the Ministry's commitment to establishing community colleges
- On May 29 1995 the Ministry of Education called a Stakeholders' Provincial Conference where ABET was discussed as an agenda item

Funding

Expenses incurred thus far by

1 the Department of Education
- subsistence allowances and transport to all workshops,
- accommodation and conference venues

2 the Free State ABET Forum
- subsistence, transport and catering for workshops,
- READ has provided the infrastructure and materials (stationery, photocopying) for workshops,
- Via Africa provided stationery for the workshops

The Department of Education intends to announce the ABET Budget for 1995/6, which it is hoped will be supplemented by the RDP funds NGOs will announce their 1995/96 budgets, which will also be supplemented by the RDP

Community structures

Structures which have registered their specific ABET interests with the Sub-Directorate, ABET are
- South African Communist Party (SACP),
- South African National Civics Organisation (SANCO),
- Africa Growth Network (AGN),
- other state departments such as the army, Provincial Administration and Pelonomi Hospital, as well as in dividuals in QwaQwa and Bloemfontein

The way forward

The need exists to
- establish District Stakeholder Forums a delegate from each district will be selected as a member of the
- provincial task team,
- submit a joint business plan to the RDP office,
- further develop the community colleges, which are presently accommodated within the technical colleges in Sasolburg, Kroonstad, Welkom and Bloemfontein,

- make inputs to the Free State Education Bill before the 19th July 1995 one of the critical issues incorporated in this Bill is the transfer of credits from community colleges to universities,
- develop a career preparation programme andestablish the transfer of credits

There are debates and strong initiatives to transform technical colleges into community colleges, evidenced by

- the possibility of renaming present technical colleges 'community colleges' by September 1995,
- changing the context, structures, governance and curriculum of the above-mentioned institutions

MPUMELANGA THABO KHANYE

Linkage with the government

- Two officials have been seconded from the department, one to deal with community colleges and one with NGOs
- The relationship with the MEC's office is cordial, however, structural support still seems to be lacking official endorsement as ABET, community education and NGOs are still perceived as appendages to the Education Department itself
- A relationship with the Department of Labour has been established through the Regional Training Trust by utilising the former Kangwane and KwaNdebele Development Co-operation Trust
- ABET and community education are represented in the Eastern Transvaal RDP Business plans have been submitted and responses are awaited, but the pace is rather slow There is a need to improve ABET and community education representation and the development of a national initiative
- There is a loose link with the Department of Public Works and a need for co-ordination and establishment of links with the Education Department

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Funding

There is still a dependency on government funding through its ABET budget The need exists to involve business in the funding of ABET and community education It is recommended that a committee ensure the even distribution of limited resources especially with regard to the rural areas The rural communities are encouraged to contribute towards funding ABET and community education

Links with community structures

- There are sound linkage with NGOs
- The linkage with other community structures, for instance SANCO as a civic movement, are on an *ad hoc* basis as they have their own programmes There is a need to involve the grassroots level in terms of governance, funding, and so on

Participation by other stakeholders

The College Sector Coalition has not been fully functional One meeting organised by the Premier to look into funding by the German government was held earlier this year A committee was formed to take forward this recommendation but it has not reported back to date Thus, there is an urgent need for a follow-up meeting

An audit is in the process of being completed

The way forward

- A meeting is planned with the MEC, senior management in the province, and ABET and community college education representatives to discuss the provision and implementation of ABET community colleges
- A meeting is also scheduled with other stakeholders such as labour and business to canvas support and co-operation
- We also support the NICE proposals of person-to-person meetings with the MEC, management, ABET and community college representatives

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EASTERN CAPE PHUMLA SIMANGA

A report is being developed which will capture the key activities that have taken place since the United States Study Tour in the various sub-regions within the province

The consultative phase

The existing Provincial Adult Education Working Group is being utilised as the platform to take the community college process forward An initial workshop was held, aimed at informing the Adult Education Stakeholders within the province about the community college concept Despite the fact that the workshop did not manage to have a US tour representative, a decision was taken that the province needed to convene sub-regional meetings and workshops which would look at the following issues

- possible community college sites that could be identified within the region
- community college entry requirements,
- governance structures of the community college,
- accreditation and recognition of prior learning,
- funding

These sub-regional workshops did not materialise due to financial constraints but the sub-regional convenors met with adult education stakeholders and drafted recommendations to be tabled at the provincial Community College Workshop scheduled for 31 May 1995

- The recommendations included the following
    - that a Provincial Working Committee on community colleges be set up which is inclusive of all sub-regions,
    - that the process of sensitising other stakeholders to the recommendations of the Working Group be regarded as a sub-regional initiative,
- that this process be inclusive of

the Department of Labour,
community-based organisations (CBOs),
the Department of Education,
the Reconstruction and Development Programme,
non-governmental organisations (NGOs),
the private sector,
teacher organisations,
technikons,
technical colleges,
Chambers of Commerce and Industries

This process is to be completed by 31 July 1995
- that an audit of what exists in the sub-regions be embarked upon and completed by 15 June 1995,
- that the deadline for the sensitisation cum consultation process be scheduled for 31 July 1995

The consultative process has had the following achievements with regard to the recommendations made at the National Consultative Meeting held 22/23 January 1995

Links with the Government

Because of the delay in provincial appointments, the MEC convened a meeting where it was requested that an ABET Task Team be established which would take up the issues as top priority in the absence of an ABET Directorate
Agreement was reached that
- a member of the Provincial ABET Task Team be seconded to the Ministry,
- NGOs be represented on the Task Team ,
- technical college principals have agreed on the community college concept in principle and are supportive of the process,
- teacher training colleges and strategic community colleges also become part of the community college debates and their accreditation should be done by the Institute of Administration and Commerce

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Audit of existing institutions

- A list of existing institutions located in the Border, Transkei and Eastern Cape regions has been drawn up Albany is the only outstanding district
- A seminar on 'Alternative Education in the Eastern Cape' has been conducted and run at the University of Port Elizabeth The seminar recommended that of the five universities in the province, one needs to be transformed into a community college However, there is no funding available

Problems regarding the consultative phas

- There is a resistance to change because people are apathetic on the community college issue
- There is a lack of clarity on the legitimacy of debates on community colleges in view of the restructuring of the education system
- There are serious financial constraints and one has to rely solely on the resources of the Working Group an unfair process
- The vastness and ruralness of the province, with its alck of infrastructure, is problematic
- The integration of the three sub-regions is a very demanding task

The way forward

- All sub-regions are to establish sub-regional working groups which will facilitate the process of sub-regional sensitisation of all affected stakeholders
- Sub-regional processes will feed into well-represented provincial workshops to take place in August 1995 These will debate issues such as
    - transformation of existing institutions,
    - funding,
    - governance,
    - pilot programmes

KWAZULU-NATAL GEORGE SINGH

Action Group

The province of Kwazulu-Natal workshopped the idea of community colleges and nominated four representatives to go on the United States Study Tour. At a workshop, an Action Group of 15 people was established which resulted in the drafting of an action document and a draft bill for presentation to the MEC. Both documents have been completed, and a meeting with the MEC was held. The Action Group is attempting to get the above-mentioned documents approved by the provincial government

Community involvement

- There is a concerted effort to mobilise the local communities in a holistic manner, so that this process is both from the communities up to government and from the government down to the communities. A campus for a community college has been identified. Adjacent to this campus is a housing project which will be connected to the Reconstruction and Development Programme and which will link the targeted technical college
- The community college in Zululand is envisaged to be completed at the end of 1995. It has already acquired a building and a site
- The philosophy behind the establishment of a community college centre is that it should be
    - around a single site,
    - a multi-user, multi-functional college

Database

There is an existing database of the Richards Bay area which will be used as a model to develop a provincial database

Conclusions

- There is no provincial government ownership of processes With hind sight it was a mistake not to have one person in a decision-making position from government present at the workshop
- Funding for the establishment of community colleges is a major problem Although there were promises of funding from overseas donor agencies, it has become clear that the Action Group will have to generate finances itself Therefore there is a need for the visible presence of community college activists in the province and for the National Institute for Community Education (NICE) to assist this infrastructure

Northern Cape Moira Marais-Martin

Activities

- The Task Team was launched in October 1994
- Information-sharing meetings were held and the sub-regional ABET Committees were formed
- A curriculum workshop was held on 21 April 1995
- A community college workshop was held on 20 May 1995

Difficulties

- Although the Task Team was compelled to carry out some functions which should have been conducted by the Department of Education, the ABET business plan as well as the provincial ABET policy were drawn up with the assistance of the Department and Ministry of Education
- The initial lack of funding hampered the work of the Task Team The Department has not funded any of the ABET Task Team's activities Funding has been obtained from Shell

Problems of the Task Team

The Task Team is not representative enough

- It needs to be restructured to form an ABET Council (a summit

is planned in this regard)
- Members of the Task Team are employed elsewhere and they have time constraints which lead to difficulties in conducting their tasks

Links with the Department

- The Northern Cape has 30 adult centres Early in 1995 the province had a crisis when finances dried up and a serious deficit developed
- It is extremely difficult to keep track of financial issues, as finances are managed by Potchefstroom (for the former Department of Education and Training or DET) and Western Cape (for the former House of Representatives or HOR)
  - The department does not have sufficient staff allocated to the programme, and there is only one full-time employee
  - Although the structure for ABET has not been finalised, proposals have been made to the Department for the restructuring of an ABET division therein
  - There are no defined functions at Head Office level
  - With a budget of R2,5 million for both DET and the HOR, and basic salary expenses being R2,2 million, it does not leave funds for materials or examinations
  - The community college concept is not high on the provincial government's agenda and there is no agreement as to what is required between the different sectors
- A College Transformation Forum was formed in line with the existing initiatives However, there has been no effort to bring these initiatives together
- A workshop was held with NUM to inform them about recent developments in the ABET field

Some questions remain

- Who should be driving the processes in the provinces?
- How will we empower those persons who went on the United States Study Tour to get the process going?

- How can the community college concept be applied and made to work?
- How can this concept be introduced into the Ministry? In this regard, the Minister mentioned the possibility of converting one college of education into a community college
- Do government officials understand the concept of community olleges in the same vein as other stakeholders? Is it broad enough to include all the stakeholders? In the education draft policy, mention is made of different types of colleges such as finishing schools, youth colleges and so on, but there is no integration between these different sectors
- On the issue of training of adult educators the partnership between the Centre for Adult and Continuing Education (CACE) at the University of the Western Cape and the Ministry of Education needs to be finalised A reference group was formed to further liaise with CACE

The way forward

- A meeting with the National Union of Mineworkers and the mining houses is planned
- A summit of adult educators will be held where the issues previously mentioned, will be raised
- There is no Labour Ministry or Training Board in the province which makes liaison problematic A few training centres are operating under the national Labour Ministry, but no effort has been made to set up a process of consultation with stakeholders
- There are difficulties at provincial level in clarifying the transformation process

Recommendations

- It is important that more attention be given to the interim phase in terms of the national and provincial possibilities for the establishment of community colleges
- A community colleges' Working Group should be formed It is, however, difficult for one staff member to take this process forward

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- It is recommend that a person who participated in the United States Study Tour be seconded to the Department to assist this process as work in the establishment of community colleges is complex

NORTH WEST PROVINCE NKHABELE PRUSENT

The community colleges concept in the North West Province should be understood within the context of the ABET structures There are cordial relationships which exist amongst the ABET multi-stakeholder forum This forum comprises the major players such as the Departments of Labour, Education and the Reconstruction and Development Programme (RDP), as well as business, NGOs, CBOs and tertiary institutions

The US tour reportback workshop of 28 March was organised jointly by the provincial ABET Task Team and the NICE Trust in an attempt to kick-start debates around the concept of community colleges However, since the workshop was not fully representative of the major stakeholders, it was recommended that an all-inclusive workshop be organised It was also noted that the North West Province was not as informed as its counterparts on the issue of community colleges The workshop recommended lastly that an organising committee be set up to carry the process forward

Post US tour workshop
- The College Sector Coalition in the province held its first meeting on 12 June 1995 The agenda included the aims and objectives of the Coalition The technical colleges, technikons and training centres present at the meeting established a working committee whose mandate was to look into the appointment of the secretariat for the Coalition and bring together other colleges ranging from the agriculture to nursing colleges
- This meeting was also informed of the establishment of a special commission with the ABET structure to handle all matters

pertaining to community colleges This commission is convened by Nkhabele Prusent
- Currently, a College Sector Coalition founding document is being drafted and it is hoped that it will be presented at an official launch at a multi-stakeholder forum on 4 August 1995 in either Rustenburg or Potchefstroom
- It should be noted that though there is a cordial working relationship between ABET and the Department of Education, the community colleges idea is not yet located within the Department itself
- The question of strategic location of the community colleges is crucial for us and for the National Conference of 57 July on community colleges

WESTERN CAPE DAVE SHEPHERD

US study tour participants and report back
- Abeeda Holdstock (Khanya College), Martin Mulcahy (Leaf College) and Dave Shepherd (Western Cape Education Department) participated in the US Study Tour They regard themselves as 'national resources' in the process of establishing a community college system in the Western Cape in particular, and in South Africa in general
- A summary report on the tour was drawn up in January and sent to NICE for incorporation in the Joint Interim Tour Report

Consultative conference on community colleges
This conference was held on 10 March 1995 This conference was resourced by the Western Cape Education Department and facilitated through the Educational Technology directorate
The conference Working Group consisted of
- Abeeda Holdstock (Khanya College)
- Martin Mulachy (Leaf College)
- Dave Shepherd (Western Cape Education Department)
  Bruce Kadalie (Khanya College)

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- Cheryl Pearce (CCE, Pentech)
- Glen Fisher (Education Policy Unit, UWC)
- Jean Pease (Primary Open Learning Pathway)

45 persons attended the workshop from the following sectors
- the NGO sector (14),
- technikons/universities (4),
- teachers' organisations (1),
- Education Department (7),
- technical colleges (13),
- NICE Trust (3),
- other organisations (3)

Programme highlights included the following

- In his opening and welcome, Brian Figaji, Rector of Pentech, set the platform for thinking creatively about community colleges

- Andre Kraak from the University of the Western Cape was of the opinion that the College Sector Coalition fell short of providing for the needs of communities and the wider society as well as business and industry, and that the situation was 'a disaster'

- Accreditation of prior learning with regard to the process of standard setting for ABET and further education was assessed by Brian Phillips (Gencor)

- Recommendations arising from the US Study Tour were presented and workshops were held with six groups

- Questionnaires were compiled by George Singh of Kwazulu Natal and six persons responded, this is recorded in the formal report

- Urgent recommendations made at the conference included

- The drafting of legislation to establish a community college sector nationally, to be incorporated into the present technical/vocational college sectors as well as a new Bill to be created

- The compiling of a comprehensive document outlining structure, funding, staffing, access and governance This could be, for instance, a handbook explaining community college struc-

ture so that the concept is understood by all

The setting in motion of an audit of available resources

• The setting of a time frame for delivery

It was generally recognised that

• Over the years experience and expertise have been built up within state organisations, business and industry as well as the NGO sector

• All these sectors state, private and NGO have a very real role to play, both complementary and supplementary

• Real partnerships and sharing/working together must take place in order to grow rapidly towards delivery

Working Group on community colleges

The Western Cape Working Group on community colleges consists of

> Abeeda Holdstock
> Martin Mulcahy
> Dave Shepherd
> Kevin Wright
> AACE representative
> Koen Kellerman
> Keith Loynes
> Peter Barry
> PETF member

Further activities include a model for a Western Cape community college which has been drawn up together with a business plan This is currently being prepared for presentation to the Working Group before being presented to all role-players and stakeholders in the Western Cape These role-players are

> the Ministry of Education
> the Ministry of Labour
> the Ministry of Housing
> the Ministry of Population Development
> the Ministry of Health
> the Ministry of Economic Affairs

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NGO colleges
technical colleges
technikons
universities

Other stakeholders include community leaders and job providers

Some final points

- The Oudtshoorn Local Authority is considering the establishment of a community college following the NICE model
- Addressing the 16 technical college principals, the Acting Head of Education in the province pointed out that they needed to be thinking about extending their operations to incorporate the true characteristics of community colleges

GAUTENG PROVINCE MOKABA MOKGATLE

The ABET Task Team

In 1994 the Task Team on Adult Basic Education and Training was formed as a result of an ABET provincial conference convened by the South African Committee for Adult Basic Education and Training (SACABET) and the Provincial Ministry of Education

The Task Team's task was to develop a policy document for the provision of ABET in Gauteng for consideration by the provincial Ministry of Education The document outlined the following

- a vision for ABET,
- principles,
- proposals on a community college system,
- the proposed Community Education and Training Bill 1995

The document was discussed by the Gauteng Education and Training Forum on 10 February 1995

Community college workshop

A community college workshop was held in February 1995 to draft guidelines for the provision of ABET in Gauteng where it was emphasised that community colleges should play a central role in delivering

- ABET,
- further education,
- tertiary education,
- transfer education to adults and youth who were denied this right in the past

Funding

Funding partnerships for ABET are being investigated presently at provincial level as governmental funding is only available at a national level

Key areas

Provincial discussions which have taken place in Gauteng have been concerned with

- legislation,
- accessing of resources,
- open access

Key features of discussions with regard to community colleges include

- an audit of existing resources,
- problems of conversion,
- how to achieve coherence,
- strategies to overcome problems,
- human resource development

The way forward

The ABET Task Team and the MEC should develop an implementation plan to

- bring together target groups and providers,

- identify the composition of the college sector,
- position ABET to register standard setting,
- develop a system of community colleges with satellite community learning centres and suggested partnerships with NGOs,
- encourage working groups established by the Education and Training Forum to focus on various aspects of education in terms of community colleges

DISCUSSIONS

- While there is considerable emphasis on ABET, cognizance must be taken that **other functions** for community education systems are equally important New innovative institutions must provide imaginatively for a comprehensive adult education system The mission and role of a community college system is seen as the core component
- It is vital that the **various audits** being conducted should be co-ordinated between ABET and the development of community colleges Through this co-ordination, the data will be made comparable and provide a national information baseline
- While the efforts at provincial level are important a **national framework** to assist and give impetus and direction to the process is needed as provincial efforts may be floundering
- The **National Policy Framework** raises the question of how recommendations are to be made and conclusions reached
- **Who will drive the process?** It is recommended that those individuals who went on the United States Study Tour be linked with NICE to take this process forward and ensure that there is uniformity in relation to the set guidelines
- The **Ministry's attitude** in terms of delivery needs to be followed up as a matter of urgency
- The comprehensive nature of community colleges in the United States may or may not be the ideal model for **the South African social equation** The impact of institutions on communities has brought a framework of learning that has not existed in the past, recognising skills regardless of where they have been mastered The framework ensures lifespan learning which is fundamental to individuals to enable continued engagement with the formal economy Large, comprehensive institutions which bring together large numbers of opportunities, which can be part of a person's lifespan, are fundamental in society for transformation, continuing education in the workplace and all other

community education issues, including ABET and cultural
events
- One has to ensure that at least half of the community is involved
and experience some level of **educational contact** South Af-
rica has already accepted the concept but now the focus and
result must be for the benefit of the student
- There seems to be great pressure to find **infrastructural ca-
pacity** Considering the community colleges set-up, it must be
made clear what the content, methodology and subject matter is
to be These issues must permeate discussion on provincial lev-
els and workers can play an important part in these discussions
- Only one province, the Free State, has expressed that there is a
commitment from the **provincial Ministry** to drive the process
forward In no other province was this prevalent, with the result
that the programme and issues are not being sufficiently ad-
dressed One recommendation that should result from current
deliberations is that provincial Ministries be urged to take up
this task In the North West, the Department of Labour has taken
the lead because the Department of Education does not have
clarity on whether it can fulfil this role

OPEN ACCESS, PARTNERSHIP AND COLLABORATION

KEITH WYMER - INTERNATIONAL ASSOCIATION FOR EDUCATION, TRAINING AND WORK

Reasons for a new organisation

There are a number of organisations which encourage co-operation amongst colleges across the world Similarly, there are organisations set up to foster economic co-operation and development amongst nations While there are links between the education and economic groups, they are not often involved together in addressing the overall requirements of communities

Education and training are recognised as essential to economic development and community regeneration The challenge is to acquire the necessary resources and expertise Investment can be justified and acquired only if education and training are integrated with economic development so that expenditure on them is regarded in the same way as any other investment In this context, the assessment of projects is based on whether they will generate an acceptable rate of return when economic development occurs

In areas of high unemployment in the West and the more numerous areas of high unemployment in developing countries, investment in education and training is needed on a large scale This will not occur unless education, training, economic regeneration and development are planned as three elements of an integrated whole

Economic regeneration is about providing capital investment as well as education, training and work for people living in communities throughout the world Linking communities in USA, Russia, South Africa and England, for example, increases the opportunities for education, training and jobs for people living in those communities

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The purpose of the International Association for Education, Training and Work is to create direct links amongst communities throughout the world, and to encourage governments and multi-national organisations such as employers, trade unions and the European Union to support education, training and economic re-generation through community enhancement

The aims of the International Association for Education, Training and Work

In the context described, the new Association aims to
- create direct links amongst people living in communities throughout the world,
- attempt to obtain support for economic development through community enhancement from governments, multi-national organisations, industry and commerce,
- provide a forum to promote policies which integrate education, training and economic development, with the emphasis on small enterprises (including self-employment) in communities across the world,
- establish an international curriculum centre, prioritising further education and training to support economic development,
- build a team of consultants to advise on the development of further education and training systems (based on community colleges) as integrated elements of projects for economic re-generation,
- foster links between the public and private sectors, especially to generate resources for education, training and economic regeneration projects,
- foster international links through cultural activities, especially in the sphere of sport and leisure,
- act as an agency to organise conferences and seminars

It is proposed that membership should be open to community colleges and other organisations

Community colleges and partnerships
the Bilston experience

The USA community college model is internationally renowned and a growing number of further education colleges in England are moving toward the USA model for open access education and training Bilston community college has a high level of policy identity with many USA colleges and links have been established with at least ten colleges

A formal agreement was signed with Bunker Hill College, Boston, last year and the June International Conference is one of the direct outcomes

- The British College of Banking and Finance in Moscow has a partnership agreement with public and private partners in Moscow
- There are 160 students enrolled on full-year courses working towards vocational qualifications
- Projects which operate from the Moscow College base include special provision for women, an advice service for small businesses and agricultural projects in Vyasma

College policy is based on open access, equal opportunities and community education One priority is to target people who have been denied education and training in the past

Bunker Hill College is now a partner with Bilston, and new projects, especially for small enterprises, are expected to result from this partnership More recently, links have been made with the South African community college movement

It has been demonstrated that partnerships, based on the principle of the equality of the partners, are a successful model for expanding community education internationally The experience in Russia in particular has demonstrated the necessity to integrate education and training with economic regeneration and development

The future of community colleges

There are two fundamental questions relating to the future of community colleges

- How should established community colleges in the West (for instance in USA and England) develop to meet the needs of their own communities?
- What can they contribute to the provision of education and training for people throughout the world, especially in countries (for instance South Africa) where the vast majority have been denied access in the past?

The community colleges in their own country

The community colleges involved internationally with long-term partnership objectives are likely to be most progressive of their own countries Even in the USA, where the community college movement is strongest, there are still areas where significant numbers are denied education and training opportunities

In England, community colleges are a minority There are still areas where

- a third of school-leavers participate in no significant education and training,
- more than half the adult population have no recognised qualification,
- over 25 per cent of adults do not have the basic literacy and numeracy skills to undertake training leading to recognised vocational qualifications

The English post-16 education system remains obstinately elitist, demonstrated, for example, when attempts are made to integrate colleges of further education with sixth form colleges The English post-16 system as it is, is not a good model for countries about to establish further education systems

The most relevant experience is where colleges, deeply involved in their communities, have

- attempted to provide education and training for all,
- recognised the necessity to integrate education and training with economic regeneration (for instance, creation of jobs and wealth)

The struggle of community colleges to establish open access, as opposed to elitist, systems has established the following principles

- The important lesson is that education and training for all cannot be provided by modifying existing elitist systems from inside When colleges are left to reform themselves the outcome is an extended meritocracy, not the participation of all members of the community on an open access, equal opportunities basis
- Opportunities for all can be created only when the starting point is the needs and aspirations of people in communities, not the priorities and policies of traditional colleges
- When this is recognised, it becomes obvious that colleges cannot provide education and training for all unless they
  - become involved, directly and through partnerships, in the creation of jobs and prosperity,
  - develop a strategy which recognises that education, training and economic regeneration must be three elements in a coherent plan for development

Managing and governing community colleges

Community education, as distinct from academic or vocational education, is essential to develop human resources where large numbers of people have had no opportunity to acquire education and training, in many cases not even at a basic level

The starting point in any country is not the curriculum which exists in established institutions but the experiences of people in their communities Relevant education and training for them has to be developed by working with them It cannot be produced for them by experts working in colleges where experience is limited to traditional academic and vocational education and training

This has profound implications for the organisation and management of colleges The traditional concept of a college is of an institution which exists in one building, or central complex of buildings, with hierarchical management and central units administering and controlling the whole establishment

Such organisations can grow and change only very slowly because, for example

- they cannot accommodate large numbers of additional students

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without either additional buildings or large-scale capital invest-
ment, for instance in computerised learning centres,

- their centralised financial and administration systems clog up
when there is a sudden increase in demand,
- they perceive curriculum change as a modification of what ex-
ists (vocational and academic) rather than a matter of starting
with the experiences of people and building from them

Management of change to permit rapid growth in participa-
tion requires a radically different approach It requires

- partnerships with organisations to manage education and train-
ing in buildings where people already meet, for instance volun-
tary community centres, the workplace and schools,
- delegation of responsibility to management units led by manag-
ers who adopt a problem-solving approach to the teams of staff,
with appropriate involvement of students,
- user-friendly administrative and financial systems, with the avail-
ability of experts to provide support rather than to exercise con-
trol

Partnership is distinct from some of the franchising arrange-
ments which have developed recently in and around the British
further education system Partnership is not about making money
in the short term but rather about long-term commitment to the
development of education, training and economic regeneration
The generation of resources is crucial to bring long-term benefits
to all partners, rather than quick profits to one 'partner'

The partnerships must take account of the priorities, needs
and aspirations of both or all partners Initially, a college may be
concerned with only education and training But to establish a suc-
cessful partnership it must become equally committed to the pri-
orities of all partners These may include, for instance, the crea-
tion of jobs, the generation of income, the provision of care for
children and/or the aged, and the building of houses and hospitals

It follows that colleges in the West will not succeed in estab-
lishing long term partnerships in developing countries if they re-
strict their involvement to their own priorities and needs such as

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staff development and the generation of income, for instance

Community colleges which have successful partnerships in their own localities are in the best position to establish successful partnerships internationally Bringing communities across the world into contact with one another can assist them in meeting their aspirations such as job creation through commerce and trade

Management and staff development is necessary on a large scale but must occur mainly from the process of involvement with the partnership groups The theoretical basis for this approach to management is in the work of Professor Reg Revans, who has worked in eastern Europe and South Africa, as well as in Britain and the USA The key concept is action learning

The Revans approach to management action learning in teams with an appropriate level of autonomy means that Project Management Units can be established to operate anywhere in the world Once the action learning (or action management) approach has been established, growth in participation on a large scale becomes possible The resource issues remain, but solutions are assisted by the availability of the human resources provided by the partners and the use of buildings and facilities already owned by the partners As a result, the costs of the development are significantly lower than the traditional approach of new college buildings and the appointment of large numbers of additional staff to the establishment of colleges

The model described implies participation of staff and students at all levels of activity Within the context of overall policies and financial allocations, the Project Management Units have a high degree of autonomy and responsibility

All Project Management Units obviously operate in the context of a wider group than the college itself Clarity about the functions of 'management' and 'governors' is essential The arrangements for 'governing' will vary from informal to strictly formal, depending on a range of factors including size

The composition of the governing body of the community college must relate to the structure described and be designed to

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ensure accountability to all relevant parties The participation of the college in partnerships is a matter of accountability to the governing body, if the latter is the sovereign body, but the precise nature of this accountability must be defined clearly In some instances half or more of the people working in partnerships will not be employed by the college governors and the college's financial input will vary considerably from partnership to partnership

A group of governors, perhaps one-third of the total, should be 'elected' by the partnerships, that is, the community representatives, not the managers and staff A further one-third should be elected by the managers and staff employed by the college The remaining third should be individuals who have been elected by the people in the constituencies to local council, regional council national parliament, or , where appropriate, by direct election to the governing body itself In the British context members would include district councillors, county councillors, members of parliament and members of the European parliament

As with the partnerships, the respective responsibilities of governors and managers must be defined precisely and unambiguously

Community colleges in the 21st century
development of the partnership concept

A number of terms have been used to describe relationships between colleges and others (employers and community organisations, for instance) These terms have included 'link', 'liaison' and 'partnership'

'Partnership' is used to assume
- the equality of the partners,
- commitment to the priorities and aspirations of both or all parties

A college may start with a policy of providing and selling education and training, and limit its activity to precisely this It might be contracted to meet specified and clearly defined needs Such contracts, often with large employers for instance, assume

that organisations have the resources to pay for the service

Community colleges, however, frequently serve areas with many small employers and voluntary community organisations, rather than areas with large employers It is rare for community organisations and small enterprises to have any significant resources to support education and training

Colleges with policies of education and training for all are thus unable to avoid the issue of researching education and training This entails establishing closer involvement with organisations which represent, for example, the unemployed, small businesses, women and ethnic minorities, in order to acquire funding from

- government grants,
- European sources,
- trusts,
- commerce and industry

The college may focus on education and training but the partners are likely to have other priorities paying the rent, facilities for the disabled and investment in new buildings, to name a few This is where partnerships become the most irrelevant model, and may involve little more than a joint application for a grant A full partnership evolves with the recognition that a grant for education and training in an area of high unemployment is of limited value without longer-term plans for economic regeneration to create jobs and generate commercial and industrial development

If they are prepared to embrace this wider responsibility, community colleges have a key role to play internationally If they are able to establish strong partnerships in their own communities, they may be able to link communities in different countries across the world The emphasis is on direct links amongst small enterprises which operate in groups for some purpose such as marketing Colleges are in a good position to support such groups in developing international trade, as well as in providing the education and training they require

Education, training and economic activity must all recognise the necessity to respond to rapid change The ability to re-train

and switch quickly to the manufacture of new products will be the only means of avoiding bankruptcy and unemployment A strategy of diversification is likely to provide the greatest security Progress will depend a great deal on convincing investors that small enterprises (including the self-employed) operating in groups can make a major contribution to economic development in the 21st century

The model for community colleges in the 21st century is that of an initiator and co-ordinator of a large number of Project Management Units, the majority of which are partnerships with other colleges, universities, employers and voluntary organisations

Community colleges of this type are the most appropriate where there is a need for the development of education and training on a large scale The key is to start with people living in communities and to use such resources as are available to enhance existing buildings and facilities This implies the full democratic involvement of people in the planning of the development of education, training and economic regeneration

This is the alternative to restricting the investment of resources to existing institutions, geared to providing education and training for a limited percentage of the population Such institutions cannot change and grow sufficiently quickly from inside But they have valuable expertise and facilities which will become widely available more quickly if they are encouraged to form partnerships with community groups

The International Association for Education, Training and Work and the development of community colleges internationally

The experience of community colleges in the West can make a major contribution to the development of community colleges in developing countries At the same time these colleges must accept that they must themselves change, and recognise particularly that
* they must extend and deepen their involvement with organisations in their own localities,

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- they need to give priority to creating lines of contact for communities throughout the world, with the purpose of assisting economic regeneration in a sense broader than providing education and training

The priority for the new International Association is to promote this concept of the community college role, and to encourage those concerned with economic regeneration governments and multi-national organisations, for instance to form partnerships with colleges

ACCREDITATION, ARTICULATION AND THE RECOGNITION OF PRIOR LEARNING (RPL)

Dr Albert Koller - Executive Director, Community Colleges for International Development

The Community Colleges for International Development (CCID) is a consortium of 70 community colleges from 27 states in America and two provinces in Canada It was founded in 1976 and has been providing international development and technical assistance world-wide for almost 20 years

Following is a view of what works in the United States It may have little or no application to the situation in South Africa, but it is worth reviewing before judging

The three major elements used extensively in the US system of higher education to increase student access, foster greater mobility and maintain the quality of our institutions are the issues of articulation, accreditation and recognition of prior learning Two additional topics are offered for consideration, namely

- what one should expect from an educational system,
- how one can link the different programmes to work and learn together

The additional topics are added for two reasons Firstly, the materials may not be relevant to South Africa or even to the US system in the future because there is a revolution underway in American education Secondly, new ideas could alter how today's

concepts of articulation, accreditation and recognition of prior learning are perceived

Articulation

Articulation is defined as actions interrelating elements of an educational programme to form a whole Typically, it relates to written agreements or laws which establish linkages between programmes that take place among two or more institutions, so that students can complete work in one and continue a programme of study in another without repeating or losing past courses Articulation provides a means for improving mobility that is essential in America, where the average family moves every three years or less

In Florida, where transient farm employees may move two or three times in a year, articulation is essential for maintaining continuity of study for students who have no control over their location or the time spent in any one school district To be effective, articulation must be grounded in agreements and commitments which assure students that their work will transfer from one institution to another Within individual states, articulation may be mandated through laws and regulations for public institutions Among states and for private institutions, reciprocal agreements are reached so that students can be guaranteed acceptance and reasonable transfer of credit in the receiving institution

As competition and mobility have increased, the need for articulation has become more acute and American colleges often use memoranda of agreement and other mechanisms between individual educational institutions to promote articulation for mutual benefit In each case, the issue of academic quality is paramount, and often there are stipulations for common course numbering, comparable hours of work in specified disciplines, common grading systems, testing and other methods to compare and harmonise standards permitting mutual acceptance of records among participating colleges

Two special arrangements in the articulation process are

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worthy of note because they enhance opportunities for students in special ways

- Early admission programmes permit students who have completed the necessary classes for graduation from a secondary school but have not yet completed the number of years of training required to receive a diploma, the opportunity to enrol early into a post-secondary institution This provides the opportunity to begin work even though the diploma has not yet been granted, with the stipulation that at some point in time the student will present the appropriate credentials to complete matriculation
- Dual enrolment permits a student to enrol in both secondary class work and studies at the post- secondary institution at the same time, often with the tuition paid by the state in which this system operates The student is able to earn credit in both institutions simultaneously, perhaps even graduating from both at the same time There are variations of this system, but the result is to accelerate passage through the educational system into higher levels of study based on the student's capabilities and desires Neither early admission nor dual enrolment would be possible without good articulation agreements

Accreditation

Accreditation is the formal recognition by a sanctioning body of appropriate purpose and sufficient resources to succeed in accomplishing an educational mission In the United States accreditation is accomplished by regional bodies recognised by federal authority and composed of peer institutions that conduct site visits and prepare findings and recommendations leading to a decision to affirm or deny accreditation Typically, colleges begin the accreditation process by petitioning for review and preparing a self-study based on published criteria established by the accrediting organisation Accreditation requires reaffirmation on a periodic basis, typically on ten-year cycles with a mid-term review at year five

Within the United States, the accreditation system remains under review and is in a state of constant change Standards evolve

and improve, new methods and systems arise and criteria must be maintained current based on the needs of society as expressed through the accrediting organisation There is no national accrediting group and within the regional accrediting bodies there exist differences that reflect the institutional needs and specific requirements of the communities served by the member institutions

Because articulation is closely tied to accreditation and general academic quality, standardisation is sought across as broad a spectrum as possible The National Policy Board on Higher Education Institutional Accreditation recently released a report on accreditation of US post-secondary institutions with recommendations to

- establish a national accrediting body,
- require common eligibility requirements and core standards for all accrediting associations,
- restore the public trust in higher education's ability to regulate itself

These recommendations are not universally accepted and are under review The status of accreditation in the US reflects co-existence among the regional groups, complicated by growing competition among constituent institutions in those regions Furthermore, the focus of some major stakeholders in the US education system especially employers is shifting from traditional input measures to performance-based outcome measures such as competence in demonstrable skills and knowledge The fundamental role of institutional accreditation is under scrutiny as alternative methods of establishing and maintaining educational quality are examined

There are no broadly accepted international accrediting groups in existence today, a fact equally important for the future of accreditation This complicates the review and acceptance of work by students at institutions in other countries, making it very difficult for US institutions to accept course work or degrees offered abroad because there is no basis for articulation The problem is exacerbated by the arrival of new technologies that permit col-

leges to offer courses at distant locations by television and other methods, without requiring the student to be in residence at the sponsoring institutions As this trend increases, the issue of articulation must be resolved, and some method to establish international equivalence will be needed

There is a movement called the International Baccalaureate that attempts to link secondary and tertiary institutional curricula, but it has not yet gained wide acceptance in the US CCID is evaluating options that would promote equivalency processes among participating institutions by building upon traditional institutional accreditation and focusing on programme outcomes rather than the more traditional assessment of resources Such an approach could be attempted as a pilot project later this year and, if successful, could form the basis for a system of international programme harmonisation to support articulation for participating institutions world-wide

Recognition of prior learning

Recognition of prior learning is the process of granting credit for knowledge gained by past study or experience It lies at the heart of broadening the functional aspects of both articulation and accreditation by acknowledging non-formal training and education as useful and sufficient to become part of the formal academic transcript While the level of acceptance varies from institution to institution, many colleges in the US accord some level of credit to various prior learning experience Typical tools for assessing the level of knowledge gained by the individual include

- acceptance testing,
- analysis of past academic and work-related training by individual portfolio assessment,
- development and use of common curricula,
- adoption of acknowledged and verifiable performance standards,
- the use of open examination processes for anyone who can meet literacy qualifications and is willing to apply

Variations of these themes exist in many forms in the US, with

both good and bad results Because prior learning assessment is subject to some interpretation in the approaches outlined here, the outcomes may vary and there are opportunities for errors and in-equities to creep into the system These must be remedied and this is a key area for future development as more emphasis is placed on the functional aspects of the knowledge and skills that can be measured accurately and objectively

The advent of internships, co-operative work assignments and service-learning activities has increased the need for reliable and widely-accepted practices for recognition of prior learning and the granting of credit for work-related knowledge This trend will continue in the future and is likely to become more prevalent in all aspects of technical and vocational education as employers and other stakeholders influence the outcomes of our educational processes It is also likely that assessments of the educational processes will become more pragmatic, driven by global competition and the accelerating changes in technology

Based on the evidence now emerging, it has become more important to know how to do something than to know the theory of an operation or its history of development What that will mean to the present educational structure is unclear, but there must be massive changes in attitude and capability if one is to deliver those kinds of programmes soon According to an article in *Florida Today* (2 July 1995), technical training programmes leading to Associate of Science degrees resulted in the highest average annual wages of all groups surveyed in 1993 ($28 896), including high school graduates ($12 048), Associate of Arts ($19 028) and Bachelor's degrees ($23 484) This difference was because US degrees 'allow people to get trained for fast-growing jobs'

Clearly this trend signals a great change of emphasis in the US and will lead to re-thinking of our needs and expectations at the highest levels Ultimately, our educational system is a reflection of our society, and we cannot continue to ignore the growing gap between the needs of our workforce and the capabilities of those we graduate from our institutions of higher learning

Implications for action

Because articulation, accreditation and recognition of prior learning must function together within educational programmes, they should be linked to provide a more effective approach to educational structure We must begin to see the entire educational process as a life-long series of human enquiries and achievements that require an evolving set of programmes responsive to the needs of our people and our societies, while improving our ability to accommodate education internationally As one formulates one's own approaches, one will want to pay close attention to what is happening in other parts of the world to avoid the problems and to use the gains already made by others This is imperative because there is no time to make the same mistakes again

One further topic which needs discussion is the importance of expectations Any assessment of programme or institutional quality involves the issue of expectations Expectations are the most important single element in shaping the success of an educational system No system, no matter how well designed, will exceed the expectations of those who run it Therefore, as South African leaders, the question to ask is what the leaders and society itself expect of the educational system After this, policy must be formulated which will strive to meet those expectations

In the 1980s, when the most powerful American companies were losing market share to the Japanese and others in international competition, the US sent delegations to discover the secrets of success of the competitors Expecting to find new and advanced technological miracles, they were stunned to find that often the factories and shops were using old and outdated machines and techniques far below the capabilities of the best US operations Instead of advantages of technology, the differences in performance were traced to one thread which ran through all the successful operations in the country the expectations of the leaders, society and the workers Not only were they consistently high, they were much higher than the established expectations, and those expectations were being met every day with consistent high qual-

ity output and lower costs that drove many of our US companies out of business

In a study released last year by the Wingspread Group on Higher Education entitled 'The American imperative higher expectations for higher education', this theme emerged as the key for solving what is being viewed as a crisis in American education In this publication, the authors identify what they call a 'dangerous mismatch   between what American society needs from higher education and what it is receiving '

> *What does our society need from higher education? It needs stronger, more vital forms of community It needs an informed and involved citizenry It needs graduates able to assume leadership roles in American life It needs a competent and adaptable work force*

South Africa's needs as well as those of every other country will be similar to these More important, what the real expectations should be are not always clear until the issues have been thoroughly studied

The American study identifies some key aspects of society It suggests that three fundamental issues are common to all 3400 college and universities, namely
- taking values seriously,
- putting student learning first,
- creating a nation of learners

South Africa is not alone in its quest for change, the problems in American education are just as serious as those facing South Africa There is no magic formula to solving the problems and what is needed is a better understanding of the challenge and an appreciation for the problems facing the future

The World Community College Concept
At the root of these problems is the galloping rate of technological change Change threatens to usurp the world Most people have no idea what change will lead to and few have any real understanding of the breadth and depth of that change

In a book entitled *New Work Habits For A Rapidly Changing World*, author Price Pritchett provides 13 ground rules for job success in the information age What is important are the quotes from leading authorities that outline the speed and depth of changes that the world must surmount

There has been more information produced in the last 30 years than during the previous 5000

Computer power is now 8000 time less expensive than it was 30 years ago If we had similar progress in automotive technology, today you could buy a Plexus for about $2 It would travel at the speed of sound and go about 600 miles on a thimble of gas

The above gives one a good glimpse of the coming flood of change But now that the world knows about change, what should be done? CCID is embarking on a new programme that will use the advances in telecommunications technology to forge a powerful new approach, linking colleges in collaborative programmes to give students anywhere in the world a chance at articulation, accreditation, recognition of prior learning, and credit for service learning It is called the World Community College Concept and it could revolutionise the delivery of educational services not only in the United States, but anywhere in the world where a telephone line, a small computer and a modem exist

World Community College (WCC) is a college of colleges delivering education 'on line' Using the 70 CCID colleges and a commercial service called America On-line initially, WCC will open its 'doors' this autumn to enrol students who will take their entire AS and AA degrees by distance education, without ever attending a traditional class on campus Furthermore under articulation agreements already being discussed, it will be possible for graduates to continue work at four year universities using a similar on-line arrangement to complete the Bachelor's degree and beyond

World Community College envisions the use of simple technical linkages that enhance the interactive element of teaching and learning through on-line dialogue This is how it may work

Scenario 1

Imagine that after the initial courses are offered on America On-line, CCID contacts an American firm with employees at 24 over-seas locations At each of those locations the company already has in place several computers and telephone linkages, most of which are not used on a 24 hour per day basis Using the concept of World Community College, CCID enters into partnership with this US company to teach academic and work skill courses to those employees who qualify for tuition support Furthermore, the company agrees to host one US college intern at each of its locations during the next year, permitting us to place American students in many countries without losing time or credits toward a degree

Scenario 2

In co-operation with a major religious organisation and a philan-thropic agency, WCC begins to establish study centres in local communities in developing countries Some of those could easily be in South Africa, where the building housing a table with two or three computers and a telephone line can link with US colleges to exchange information on a regular basis Students receive study materials shipped to them directly and begin the preparation re-quired for a variety of topics, credit and non-credit Using the WCC system, they contact their instructors when assistance is needed or assignments are due The exchanges take place whenever most convenient for each party, since real time contact, requiring both parties to be on the system at the same time, is not a requirement In using the system, students discover that they can contact one another using the same hardware and support groups of students taking the same subject begin to form The cost is the same re-gardless of where the messages are sent, and there is no practical limit to the number of students that can be served at any one time

Although the above may sound farfetched, the on-line serv-ice is already in existence and these kinds of exchanges are taking place today At least 15 colleges and universities have some courses already on-line, and CCID will host a conference in St Louis, July

16-18, to place full degree programmes on- line with immediate effect

Articulation, accreditation and recognition of prior learning can all be a part of this revolutionary approach to higher education This approach will solve many of the most difficult problems that cannot be overcome using more traditional systems

Furthermore, because this system is designed specifically for distance education, it is possible to obtain accreditation from the regional associations in the US without sacrificing academic quality The same professor, text book, schedule of activities, and other aspects of the traditional course are replicated across distance and time with no loss of fidelity In fact, for students now enrolled in this approach, access to the instructor and to the colleges' learning resources, library, counsellors and other support elements is often better than what is now found at large institutions with overcrowded classrooms and no time for dialogue WCC provides a platform from which to launch a major new initiative, and that is what the CCID intends to do

Conclusions

The message is one of a more open future for all levels of education than previously seen in any country, including South Africa and the US Using interactive technology and distance education techniques, visionary colleges the world over can link to provide a broad array of top quality programmes to the most remote areas of the world People who could never have met in any other way will share a virtual classroom, meet the best professors in the world and grow wise together regardless of their country of origin or institutional affiliation The CCID vision of the future is one that will make the best use of every asset, regardless of where it is located

NATIONAL QUALIFICATION FRAMEWORK BILL

Bryan Phillips - Gencor, Senior Manager, Human Resource Development

Final comment on the South African Qualifications Authority (SAQA) Bill was received on 3 June and published on 23 June 1995 It is expected to be promulgated in August and SAQA will be appointed to write a National Qualification Framework (NQF) for the country in consultation with all the stakeholders in September 1995

South Africa is a country where a laager mentality has dominated peoples' thinking for many years Unfortunately, where education and training is concerned, it seems from initial reactions that the laager mentality prevails At this stage there is precious little reaction which says
- 'What are the possibilities in a National Qualification Framework?' rather than, 'From my structure, how do I protect my turf?'
- We are not asking, 'How could the NQF be implemented?' We are saying, 'This is my curriculum '

If the NQF is implemented in the way that it was conceptualised initially, it does not affect individual curriculums or individual structures other than requiring institutions to articulate what it is they are trying to do and what the outcomes are that they are wanting their students to achieve

Improvement in possibilities of access

The problem of access is a massive one Technikons and universities are confronted with huge political pressure to improve access Bu the pressure and the excesses at the moment are mini-

mal in comparison with the reality which will confront parents, communities and learners ten yearsfrom now, when people discover that secondary school beyond standard seven is not able to accommodate 50 per cent of graduates, even if the economy grows consistently at three per cent per annum

How do we accommodate the education requirements of masses of frustrated students? The only cohesive framework which can provide a structure outside of the strictly formal approach to education, is the NQF The issue for the various sectors is not whether to accept the Bill or not, but rather how the Bill can be made to work to the sector's advantage

Confusion has arisen because the NQF Bill does not go nearly far enough However, the government has a desire to ensure that as many stakeholders as possible actively participate in forming the NQF

Setting of standards

The Bill indicates that a South African Qualifications Authority will be established to oversee the development of the NQF in consultation with other stakeholders In addition, the NQF will make provision for two things

- It will register bodies to establish standards SAQA and the NQF do not develop standards, instead, SAQA registers standards that are developed by 'standards bodies'
- Once standards are registered through a participative process, they will be maintained by qualifications authorities appointed to the task

SAQA will therefore oversee the implementation of the NQF, register national standards and ensure that these standards are comparable internationally, a point which may become increasingly sensitive As the standards movement is far more global than the United States in origin, there is a shift towards ensuring that there is a minimum standard laid down to which all providers of education and training subscribe South Africa is competing in a global market and it needs to be able to compare the best of what South

Africa develops and offers with the best of what the world offers

The anticipated structure is a national standards body, whose function will be based on fields and sub-fields of learning Industry and the professional bodies will be participating jointly in articulating pathways in fields of learning

Therefore, the departure point of the national standards body will not necessarily be the ABET council It may be electrical engineering or languages or mathematics There are infinite varieties of possibilities which will force organisations to address each other's needs in terms of identifying what it is they want from the learning system

The mining industry, for instance, envisions the establishment of an open access learning system supported by an open access assessment system, ultimately in co-operation with technikons, universities, technical colleges and community colleges The mining industry is positioned to implement a National Qualification Framework as soon as the NQF is instituted Instead of resisting the process the industry has seen major advantages in it

Quality

If courses leading to a credit towards a national qualification are being offered, then learners have to be ensured that their courses meet the national standard required for a national qualification Institutions have to guarantee SAQA that national standards are being maintained in those learning centres

Moderation procedures

A set of nationally recognised examinations will be run in the mining industry's coal division The industry is looking to ensure that the required language standard agreed upon in an ongoing process over the last few years will be maintained in the examinations run for 22 000 people over a period of a couple of weeks

Registration of assessors

There has to be some assurance that assessors who undertake the

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assessment in the name of the qualifications authority established for that purpose are able to guarantee that the standards laid down are maintained in the assessment undertaken in any operation

Administrative procedures

Administrative procedures, recognition of prior learning, individualised records of learning and learner guides must be put in place These will enable learners to understand the next credit that is required in order to progress in their learning towards the achievement of a national qualification The standards presented should be able to meet the requirements, not only of community colleges, but also of training centres and technikons For example, when one registers a standard on the framework, it is required that the title of the standard and unit of learning is articulated Any relevant data, such as its code, statement of the purpose to be achieved through completion of that unit of learning whether it be poetry or blasting should be noted

Entry prerequisites

Who defines prerequisites for entry? If it is a university, it stipulates its own entry requirements and then sets the learning outcomes which the learner has to earn in order to earn a credit The assessment criteria which will be used to assess that learning outcome will also be required by the NQF

What will not be required by the NQF

- The learner and the teaching approaches is the business of the individual teacher or individual provider institution
- The content and the context of the learning
- The resources to be used to enable the learner to achieve the required level or standard
- The range of assessments used to help learners on their way

    The above-mentioned list is what is to be registered by the providers as well as determined by them The NQF will not prescribe institutions' curricula

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The Education and Training Qualifications Authorities (ETQAs)

The ETQAs will check whether institutions reach or achieve the set standards The ETQAs will recognise the unit as a sector and there will be an ETQA for universities, technikons, teacher training colleges and community colleges (if and when they become a national body)

The further education sector, providing for what is presently standards seven to ten, will have two groupings, namely ETQAs in provinces and in industry For example, the mining sector will have a mining qualifications authority and a Gauteng qualifications authority which will cover schools and technical colleges if they remain a provincial responsibility

Diagram 1

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        ┌─────────────────────────┐
        │   FUNCTIONS OF SAQA     │
        └─────────────────────────┘
           /                  \
┌────────────────────┐ ┌─────────────────────────┐
│ Developing the NQF │ │ Implementation of the NQF│
└────────────────────┘ └─────────────────────────┘
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Diagram 2

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                        ┌─────────────────────┐
                        │       SAQA          │
                        └─────────────────────┘

┌──────┐      ┌─────────────────┐        ┌──────────────────┐
│ REQ  │      │ • REG STDS      │        │ • MAINTAIN STDS  │
│ for  │      └─────────────────┘        └──────────────────┘
│ REG  │
└──────┘
                  ┌───────────────────┐      ┌──────────────────────┐
                  │     NSBs          │      │      ETQAs           │
                  │ • GENERATE STDS   │      │ (PRIMARY ACCRED )    │
                  └───────────────────┘      │ • QUALITY AUDITS /   │
                                             │   PROVIDERS          │
          FIELDS DOMAIN                      └──────────────────────┘

     ┌────┬────┬────┬────┐      ┌──────────────────────────┐
     │    │    │    │    │      │  • PROVIDERS             │
     │    │    │    │    │      │ (SECONDARY ACCRED )      │
     │    │    │    │    │      │                          │
     │    │    │    │    │      │   • Registration         │
     ├────┴────┴────┴────┤      │   • Accreditation        │
     │                   │      │   • Modernisation        │
     │                   │      │                          │
     └───────────────────┘      │ ALSO  RPL, Reg of Assessors, │
                                │   Record of Learning     │
    GENERIC / ABILITIES         └──────────────────────────┘
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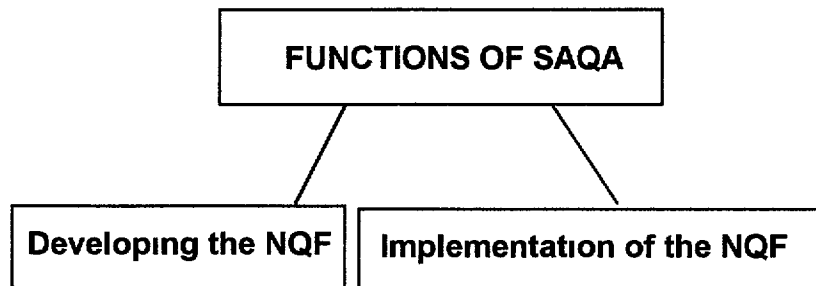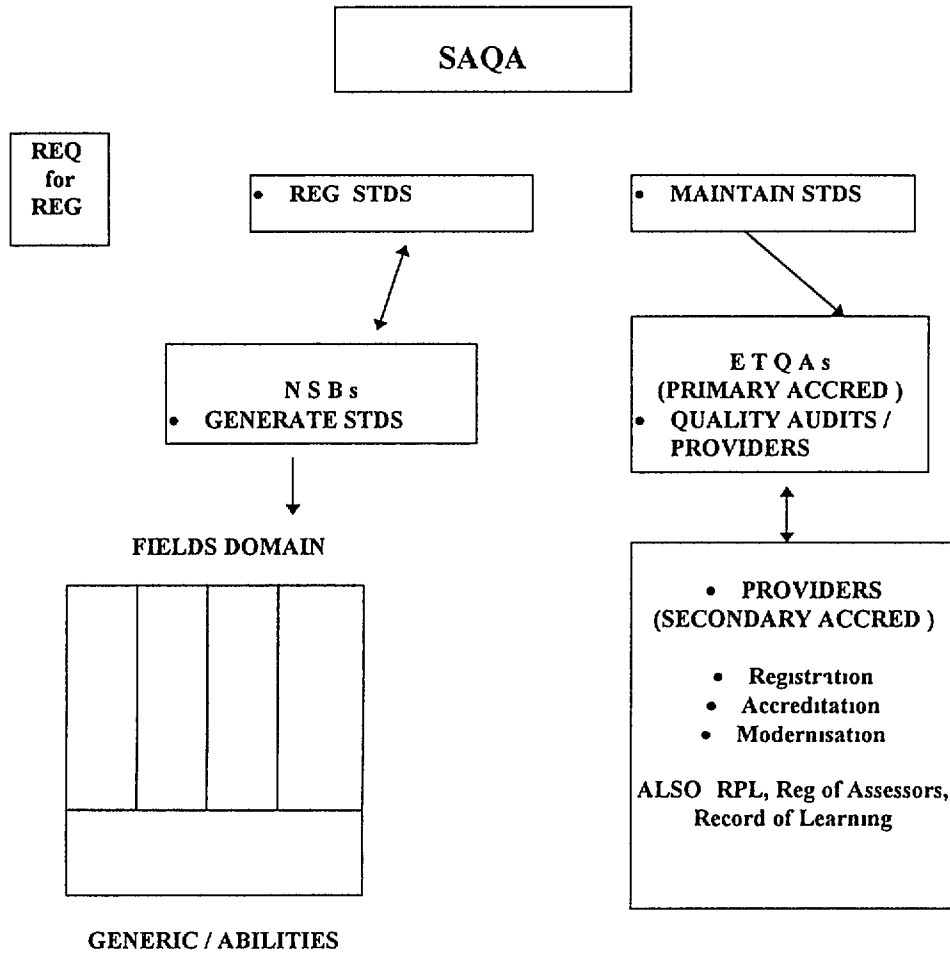## KEY ELEMENTS IN THE FRAMEWORK

UNITS OF LEARNING

UNIT STRUCTURES
- Titles
- Data
- Purpose Statement
- Entry Information
- Learning Outcomes & Assessment Criteria

Entered in a National Register of units

UNIT DELIVERY
- Learner & Teaching Approaches
- Content & Context
- Resources
- Range of Assessments

Developed and owned by the provider

Diagram 3

Community Education in South Africa

Diagram 4

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┌─────────────────────────────────────────────────────┐
│     THE NQF BILL  (PROCESS PERSPECTIVE)               │
└─────────────────────────────────────────────────────┘

           ┌─────────────────────────────────┐
           │   What is the Future Perspective?  │
           └─────────────────────────────────┘
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• Draft NQF Bill	April 1995

CONSULTATION

• Ministers Gov Gazette	May 1995

FURTHER CONSULTATION

• Approval and Promulgation of the NQF Act	August 1995

• SAQA	Sept/Oct 1995

DEVELOPMENT OF NQF

• Approval of NQF and Criteria as National Policy by Ministers

• IMPLEMENTATION
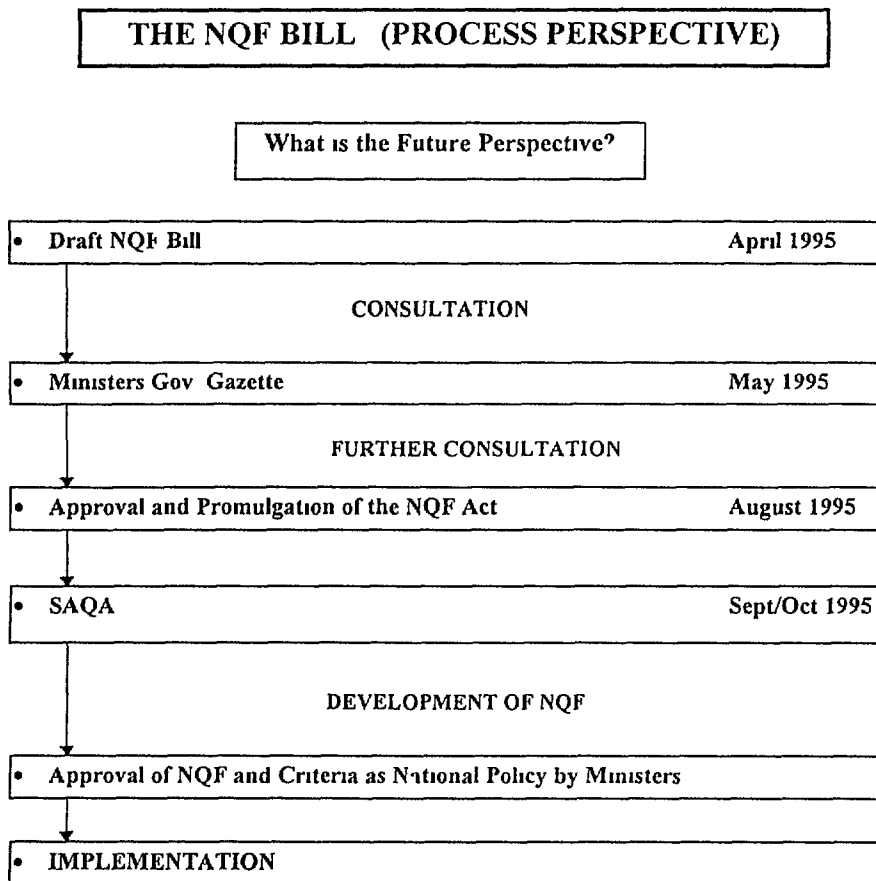
Diagram 5

THE NQF

What will an NQF look like?

Proposed Level	Qualification (reference)	
• Level 8	Masters and PhDs	
• Level 7	Professional qualification	
• Level 6	Degree and Diploma	
• Level 5	Advanced Certificate	
• Level 4	- Further Education Certificate - A system of credits which combine for qualifications	
• Level 3		
• Level 2		
• Level 1	General Education Certificate	
	• Schooling Compulsory 9 years including educare • Progression towards learning outcomes at GEC level	Adult Basic Education and Training - ABET level 3 - ABET level 2 - ABET level 1

DISCUSSIONS

KEITH WYMER, ALBERT KOLLER, BRYAN PHILLIPS

- **Is the NQF vocationalising education and excluding the academic component?**

Vocationalising education is a complete misnomer From the mining sector there is a simplistic assumption that to improve manufacturing capability one has to have maths and science Secondly, there is a simplistic assumption in a number of quarters that argues for technological expertise and for scholars to be trained to do jobs better On the diagram showing the fields, one band is underpinning the different fields of learning This band represents a sound basic general education the wider the better Children deserve the right to be exposed to the full spectrum music, the arts, dancing, literature, maths, science, languages, and so on

The language proposals in South Africa are too restrictive and indigenous and other languages should be enhanced and extended For example, Japanese, German and French should be included as these are the people who will be entertained in this country and who will give provide South Africa with the foreign exchange needed

From the beginning the NQF should represent the possibilities for an integrated approach, not integration The integrated approach says simply that at a given level of learning people should be able to give equal credit to units of learning of similar conceptual complexity and duration, whether those units come from a vocational or an academic field When people debate that the NQF is arguing in favour of an educational vocational system, then one has to ask questions around senior certificates which consist of language at the ordinary grade, metalwork, accounting in the ordinary grade, business economics and typing This is presently seen

as an academic education, because those are the subjects which appear on a senior certificate Vocationalising education is not an objective of the NQF and it should also not be

- **Who sits on the interministerial working group and what are some of the debates?**

The interministerial Working Group grew out of the Ministries of Education and Labour There are two spokespersons from each of these ministries, from organised business, from organised labour and the National Training Board

Initially members were briefed merely to give effect to a process that had been continuous for some time already They subsequently formed the National Training board through the Centre for Education Policy Development (CEPD)and hence the development of the interministerial Working Group There has been a continuous process for the last four and a half years and there is great concern in that body at the lack of representation from organised teaching, as well as from mainstream education outside of the ministry

- **Describe the composition of SAQA, that is, the expertise and experience of these members**

The intention was to wait for the constitution of SAQA and then, at that point, ensure full representation It has been dependent on the two ministers to carry the process through to the point where SAQA is established and to ensure continuity SAQA will meet on Saturday 8 July 1995 to integrate the responses to the NQF Bill However there is widespread concern about the proposed appointments to the board

- **What implications do you see the NQF having in relation to universities and change?**

Universities cannot continue in the vein in which they have been operating For example, there were 15 to 16 faculties offering geology degrees in the country The mining industry was able to employ graduates from only four because the graduates from others were not capable of performing even the most fundamental requirements of a field geologist Private funding had to be withdrawn from those faculties which did not meet the required standard What learners were able to do at the conclusion of their learning indicated that what was happening on the input side was not comparable at all across the institutional spectrum

Therefore, it was recommended that the geologists from the various faculties get together and derive a basic set of guidelines in their common fields This was to derive a continuum which would inform people that the individual who had a particular credit on his or her certificate, would be guaranteed a minimum level of performance in terms of that particular unit

- **What percentage of the service in Britain is paid for by the government, and what percentage is recovered from the students?**

The government contributes 2/3 of the income and the other 1/3 comes from funding raised from commercial activities as well as from the European Commission The government in England will pay only for vocational education If one wants a broader-based education, funding has to be raised from elsewhere A minimal amount is paid by the students because two-thirds of the students are unemployed Funding has been acquired for unemployed students from the European Social Fund

- **In the Bilston experience existing institutions were not accessed because of the historical ethos of those institutions**

Yet it is important in terms of college development that one uses the existing infrastructure

It took eight years after British Steel closed and the college was set up There was a concerted effort to try to change existing institutions unsuccessfully Existing institutions are based on a meritocracy and they educate the percentage of the population they think the economy needs to a particular level

The government does not start by saying everybody has a right to education They start with What level of education do we need to support our economic development? They may get the wrong answer but the result is that the government gives more money to existing institutions and consequently increases the existing meritocracy, but does not develop an approach that leads to universal open access education If you want to develop open access education then you have to develop new institutions, which can be community groups

One of the ways of doing it is to ensure that funding goes to community-based groups that are democratically controlled Those groups may well wish to purchase certain services from existing institutions, such as the use of computer facilities and science labs, but the control of the education programmes is, and has to remain, in the hands of the community groups

- **Education and training may not be the primary need in communities and there may be times when it may be linked to housing and other needs of the community Has this been the case in the programmes in the learning centres in Britain?**

A number of projects have developed as a result of finding that community groups are not ready for education and training One might approach a group whose main problem is unemployment If one says, 'It would be good to have some education and training,' the response may be 'Will I be employed after that?' If

there is no evidence that this group's chances of being employed are any greater, then education and training isn't a very attractive proposition

One example relating to this is the Mountaprize project, funded by the European Union and developed for people with special educational needs This is a workshop which produces mainly garden furniture but does a range of other things to generate income

Funding from the government for training in construction was only for people employed in the construction industry A situation arose with a number of people's employment diminishing, but construction training could not be given to unemployed people because they could not get qualifications Funding was seccured from a number of sources including the European Union to develop self-build projects, which are project groups that build community centres, sheltered accommodation for aged, etc Because the project teams were building *per se* they could get their qualifications while they were doing the building they were in the same position as employed people Thus unemployed people in construction were being trained through our self build projects, and were able to be qualified as a result of their practical experience

- **Is the whole unit approach and the field approach of credits different to what has happened in Britain or the USA?**

In compiling the required credits for successfully completed units of learning one would have to draw examples from three categories fundamental, core and specialisation

Fundamental The diagrams refer specifically to proposals around ABET Industry accepts that on the basis of the broad band in the diagram, all learners need a sound foundation of mathematics and communication skills, for instance, in order to progress and become mobile A continuum of language growth has been articulated which starts from mother tongue literacy and graduates from there Similarly with maths it is recognised that a maths require-

ment of some kind is necessary for the purpose of being awarded a national qualification certificate Units of learning on a person's general education certificate at the end of standard seven may consist of one unit which says that this individual can add and subtract four digits manually, or the individual may have 503 units which says he or she is capable of advanced calculus

Core These are areas which cut across the full spectrum of industry, for example safety and health, or labour relations There are key elements in these fields which apply to all industries and it is in the industry's interest to have those incorporated as a requirement

Specialisation This recognises that industries have discreet requirements

It is stressed that in any community or industry-based programme, the individuals should have some knowledge of 'Masekhane'-related concepts such as housing, the legal implications of home ownership and the obligations to pay electricity and rates bills If reference is being made to subsistence agricultural contexts then individuals should look to agricultural units which enable them to function better in the context of that community In the general education context there would core units that which cut across schools and colleges, as well as the individual options which individual institutions are able to offer

In packaging, a qualification institution will be required to combine a number of units It is proposed that the individual learner having achieved the required levels at one or other levels of the framework in the different broad categories be able to earn a national certificate or qualification on the basis of credit accumulation

In Canada, the system is quite different There is no national qualification standard *per se* However, there are state qualification standards, and accreditation bodies at the regional level deal with formal education The accreditation is institutional and not programmatic if at the state level a programme exists that does

not produce sufficient graduates to go to work, the programme is subject to cancellation

Currently at the state level, about 70 per cent of the tuition is funded, where students pay 25 per cent and the state of Florida pays 75 per cent The community and industry interests are channelled through advisory boards There are for example 100 different advisory boards, one for every major programme comprised of industry representatives, community leaders, potential students and parents These boards look at what is required in that programme for the industry, community and technicians and provide the college with recommendations which are used to alter the curricula

The responsibility for the curriculum rests on the faculty, not with the state or the accrediting body It gets institutional accreditation and therefore those institutions are expected to manage the process of curricula design and course delivery in a responsible fashion Industry is expected to validate the curricula through the advisory committees and through employment mechanisms, colleges are held accountable for the number of students who do not get employed Therefore, it is essential to have a composite database of institutions within the country

- **The American version seems to be a highly technical networking of courses and the British proposal has much more connection with communities What are the connections or differences between these two models?**

There is no connection between these two ideas because they are new The concept of a world community college is still in the process of being founded The concept is to put computer systems on line at very low levels of technology, at the text-based level and not with graphics or CD ROM level The goal from the outset is to provide students with the opportunity of attaining a degree without having to travel to the school to study

A great deal of the work in many of the British centres in the

last few years has been either adult basic education, or courses assisting people in managing their own centres A range of subject-based provision grew out of that But if people wanted to study on the higher levels, they had to travel from their centres to the larger centres of the college Currently the British community colleges are developing their networking system to ensure that the community centres are linked to their central computer-based learning system New technology will be an important part of education and training but it has to be treated carefully

The ABET sector should remember that it is shooting at a moving target You need to aim at where you want to be, not where you are right now Children graduating from schools in the United States in the year 2000 will demand open access to computer education They have computers at home and they are accustomed to them People in the workplace who come back to college for the first time in many years will demand computers because they are present in the workplace

OVERVIEW OF THE NATIONAL INSTITUTE FOR COMMUNITY EDUCATION PROPOSALS

Silas Zuma - Executive Director of NICE Trust

The community college debate was triggered by the need to provide education and training opportunities to all adults, workers and out-of-school youths who were denied such opportunities by the apartheid system A number of national workshops involving a variety of stakeholders were held during the period 1991-2 and it was resolved that a national investigation be undertaken

At the National Consultative Meeting on Community Colleges held on 27 October 1992 it was resolved that a participative investigation into community education be undertaken A representative National Steering Committee on Community Education was established in January 1993 to investigate and recommend a national framework for the provision of education and training to adults, workers and out-of-school youths

The investigation was participative and undertaken jointly by a wide range of education organizations inside and outside of government The investigation was divided into the following six focal areas, each undertaken by a working group under the leadership of a convenor

- situational analysis
- philosophy and concept
- system co-ordination
- accreditation and articulation
- policy initiatives,
- financing mechanisms

Discussion papers compiled by the working groups together with inputs by co-ordinators were compiled into a single discus-

sion document entitled 'A Framework for the Provision of Adult Basic and Further Education' Comments and amendments to the document were co-ordinated in the following way

- 2000 copies of the discussion document were circulated country wide
- A national workshop was convened in August 1994
- Ideas on financing community education and training were developed by the College Sector Coalition and added to the document
- Discussions were held with provincial ministries
- Representatives from the provincial ministries were invited to participate in a study tour of American community colleges Workshops were convened by the education departments from each province on their return to examine the proposed framework against the US and local experiences

In addition to inputs and comments received from a wide range of stakeholders, role players and interest groups, the report took into account the following policy proposals and developments on adult basic and further education

- Centre for Education Policy Development (CEPD),
- the National Training Board (NTB),
- Congress of South African Trade Unions (COSATU),
- Participatory Research Project (CPPP),
- the South African Institute for Distance Education (SAIDE)

The steering committee agreed on the establishment of a legal entity, the National Investigation into Community Education (NICE) Trust, which would be able to receive funds This was established in August 1993, and is now known as the National Institute for Community Education (NICE) Trust NICE is a multi-stakeholder initiative aimed at developing a national framework for the provision of education and training to adult workers and out-of-school youth, as well as catering for the physically challenged

Vision and principles

NICE proposes that adult basic and further education be re-

garded as a coherent field based on the following vision and model

The vision encompasses education and training for adults, workers and post-school youth which is institutionally located within the college sector but delivered at a number of sites or venues using different modes of delivery Colleges with a network of community learning centres, in close collaboration with distance education institutions, NGOs and CBOs, should provide open access and equal opportunities for adults, workers and post-school youth largely through partnerships with other providers, employers and the community Community colleges should prioritise

- integrating education and training,
- providing high quality learning opportunities with clear learning routes for individuals to achieve their personal, educational and social goals,
- creating access to education and training for all adults, workers and post-school youth who were previously denied it,
- targeting groups which have not been given equal opportunities,
- developing multiple routes for students to obtain employment and progress to qualifications at the highest level,
- enabling people to progress and acquire qualifications, whether in or out of work, by means of individual learning progrrammes

A community college is an education and training institution or group of institutions which provides education and training at defined and agreed levels (of the NQF) for a defined community with emphasis on meeting the needs of adults, workers and post-compulsory age students within the the community A community college should reflect the following features

- open access,
- democratic governance,
- partnerships and co-operation,
- flexible scheduling and delivery,
- curriculum comprehensiveness

A single-purpose community learning centre should be a venue or site where a single programme is provided by a provider institution or NGO A multi-purpose community learning centre

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should be a venue where a number of separate programmes or activities are provided by one or more provider institutions or NGOs

NICE proposes the following conceptual model for South African community colleges

- The 136 technical colleges and the 15 manpower training centres in South African should be changed into community colleges
- Community colleges would be part of an education and training system in which each institution type has a clear mission, a defined upper level of training (for example, a four-year programme) and a student transfer mechanism
- Students would have maximum mobility
- All prior learning will be taken into account when assessing the level of a student The main criteria will be transferred depending on the student's ability to succeed at the next level

The model focuses on the access points to the community colleges The curricula will be designed in such a way that there will be multiple exit points from both the basic and further education and training levels

Based on the above vision the community college sector should be guided by the following principles

- Community colleges should form an integral part of the further education system
- These colleges should be based on sound educational values such as equity, democracy, effectiveness and development
- Preference should be given to the development of a community education sector from existing institutions and structures
- The teaching staff of the selected institutions will have to be trained and expanded to take on the new roles of transfer education, developmental education and community/continuing/ career-oriented adult education
- The colleges should be maximally accessible in terms of admission requirements
- To fulfill the transfer function, the curricula should be articu-

lated in a way that would bridge the gap between nine to ten years of compulsory schooling on the one hand and tertiary education on the other

- There should be no unnecessary duplication of subjects and courses at existing colleges in a specific region/location
- The maintenance of standards is of utmost importance
- Attention should be given to the potential of distance education (open learning) based on active collaboration among institutions in order to minimize cost and maximize benefits resulting from the achievement of economy of scale
- Sufficient funding (state/regional subsidy and private sector funding) should be found for the establishment of colleges
- Colleges should be widely accepted by the community and should render a real service to the community
- Colleges should not develop as second-class institutions or institutions designed only for a disadvantaged sector of the South African population

Governance

The role of the **national government** involves the development of broad policy support for education and training in general It should maintain direct control of universities and technikons In the Ministry of Education's White Paper on Education and Training (1995) it is clear that the state regards community colleges as part of the collegiate sector

The **provincial government** is responsible for the provision of education at the school collegiate level It should charter the community colleges to provide relevant and effective education and training according to local needs In addition, community colleges can become effective vehicles for the development of communities and the economy To achieve these goals the provincial government should promulgate legislation that will direct the development and functioning of community colleges

The role of **local government** is still to be clarified However, it will play a significant role in ensuring that under-utilised facilities are made available for use as community colleges or com-

munity learning centres Furthermore, it can recommend the type of programmes that will need to be offered by community colleges in line with local economic and social needs

College governance Community colleges should be governed by a Governing Council or a Board of Trustees that should have no more than twenty members and should consist of

- the Rector of the community college,
- members elected by the community as representatives of the organs of civic society,
- two members appointed by the MEC (one from the school sector and one from the higher education sector),
- two member representing employer organisations and two representing the labour movement,
- two members representing staff and two representing learners,
- two members representing NGOs and two representing CBOs

For community colleges to meet their mission, they will need a large measure of operational flexibility in terms of scheduling and programme offerings They will have to operate until late in the evenings, on weekends and during holidays To achieve this operational flexibility it will be desirable that community colleges be granted a large measure of operational autonomy through an appropriate Act A network of community learning centres linked to a community college should be controlled by a committee which should consist of

- the manager,
- a representative of the governing body of the premises used as a community learning centre,
- an employer representative,
- a representative of the organs of civic society/workers' representative,
- a representative of other provider institutions or organisations,

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- a representative of learners,
- a representative of staff

Stakeholder participation

It is crucial that stakeholders, role-players and interest groups be involved in the formulation of policies on community education and training NICE proposes stakeholder participation through the establishment of Adult Basic and Further Education Stakeholder Councils

A **Local Stakeholder Council** should be established in each education district or region and should include representatives of the following stakeholders and sectors

- colleges (community and other colleges),
- staff associations,
- learner associations,
- CBO/NGO networks,
- business,
- labour,
- local government,
- higher education sector,
- school sector,
- local representatives of the Department of Education,
- local representatives of the Department of Labour

The main function of the Local Stakeholder Council will be to recommend policy regarding articulation between the community college sector, the school sector and the higher education sector including the relevance of community college programmes to social and economic development This Council should monitor the implementation of policies governing the colleges and learning centres and should advise local government and the MEC on matters pertaining to Adult Basic and Further Education

The **Provincial Stakeholder Council** should have both sectoral and regional representation and include representatives from the following

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- Local Stakeholder Council,
- the higher education sector,
- each association in the college sector coalition,
- NGO/CBO networks,
- business associations,
- labour organizations,
- staff associations,
- learner associations,
- the Ministry of Education,
- the Department of Labour

The main function of the Provincial Stakeholder Council should be to recommend policy for community colleges and community learning centres in the provinces, to advise the MEC on all matters affecting community colleges and community learning centres, and to monitor the implementation of provincial policies by colleges and community learning centres

The **National Stakeholder Council** should have both sectoral and provincial representation and should include representatives from the following

- Provincial Stakeholder Councils,
- the higher education sector,
- each association in the college sector coalition,
- national staff associations,
- business associations,
- organised labour and government,
- national NGO and CBO networks,
- the Department of National Education,
- the Department of Labour

The main function of the National Stakeholder Council should be to co-ordinate Provincial Stakeholder Councils, formulate norms and standards for Adult Basic and Further Education, and advise the Minister of Education on all Adult Basic and Further Education matters within the context of the NQF It is important that powers and functions for implementation should be devolved to the lowest level possible and that the 'bottom up' principle for

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policy formulation should be observed The process of participation should be as inclusive and as transparent as possible

The **College Sector Secretariat** should operate at national level (for co-ordination) and provincial level (for direct development and capacity building) of

- human resources and systems development,
- curriculum development,
- research and information co-ordination,
- funding policy and strategy,
- national lobby and advocacy,
- sector evaluation

The **Provincial Secretariat** would be responsible for

- FIR and organisational development,
- research and information services,
- provincial lobby and advocacy,
- private and public sector partnerships,
- sector evaluation (specific)

Institutional management

Each community college should operate within a clearly-demarcated community college district which should be the same as education districts Some education districts may require more than one community college In determining the number of community colleges within the education district, both geographic and demographic factors should be taken into account

A community college should have as many branch campuses and satellite community learning centres within the district as possible Branch campuses can be other colleges of adult education centres within the district, whereas satellite community learning centres can be any site or venue where education and training programmes are offered by a community college or NGO

The management structure of the community colleges and community learning centres should be influenced by a number of factors such as the size and location of such a college or centre Broad principles to guide the establishment of such a management under the leadership of the Rector are

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- participation of all involved,
- effective co-ordination of the activities of the institution,
- clear definition of roles of each participant,
- clear channels of communication and accountability

At a local level, district directors and chief education specialists should be appointed for the district or region to provide guidance in the development and implementation of programmes They should be appointed by the provincial Education Department and should provide support to management and staff at community colleges and community learning centres

At provincial level, a chief director, assisted by two directors (one to take responsibility for adult basic education and the other for further education), should be appointed in each province

To co-ordinate all the nine provinces a chief director responsible for adult basic education and further education and training has been created at national level

NQF accreditation and articulation

Firstly, community education is about redress of legislated past inequalities as well as providing education that will deal with the actual need for skilling and providing comprehensive education outside the formal system Community college programmes should be properly accredited and well articulated to the broader system of education

Community colleges would offer the following programmes in accordance with the National Qualification Framework

- General Education Certification, or GEC (Level 1),
- Further Education Certificate, or FEC (Levels 24),
- Higher Education Diplomas and Degrees (Levels 58)

Community colleges will be characterised by the comprehensiveness or multi-purpose dimensions of their curricula This will require that they offer a mix of programmes to a mix of students with different abilities and past achievements, with a mix of

educational goals, within a single institutional framework The mixes can differ from province to province, and from institution to institution Major curriculum areas will include

- engineering,
- the humanities,
- community development

Personal interest and community development programmes of cultural, recreational or community-based character which do not carry credit towards any college diploma or certificate but which satisfy the intellectual or technical interests of individuals or groups of citizens within the community will be offered The suggested curricula should be organised according to the proposed NQF

Admissions policy should be based on the following principles

♦ Community colleges should have an open admissions policy, for instance, no academic criteria should be used to keep learners out of a community college
♦ Specific admission criteria should be set for each programme
♦ Recognition of prior learning and experience should be accepted for entry into community colleges

The powers for accrediting community colleges are best placed in the regions This will allow for a variety of delivering agencies to participate and also for community needs to be reflected in the curricula However, a national structure that provides accrediting guidelines (SADA) for courses leading to national qualifications and delivering institutions ought to be constructed and work in close co-operation with regional structures Accreditation bodies should also have very broad stakeholder and gatekeeper representation

The key benchmarks for establishing articulation will be those that coincide with some form of certification in the formal sector In the proposed structure of education, critical benchmarks have been established articulation will make sense at these critical points In between these points it will not make any sense to attempt one-

to-one correspondence of every year of learning In reality this will create a system that is overburdened with examinations and certification in order to create these equivalencies

However, studies from other countries show that high schools cannot keep up with technical preparation as the time spent in high school is too short Community colleges or higher education represent the next level to provide continuous education in the area of technical preparation It has been shown that it takes at least four years of continuous technical training, after a broad and comprehensive education, to be technically adept The vocational/technical preparatory time is therefore likely to offer a unique set of qualifications that would cover the space beyond GEC up to some level of tertiary education

The other form of articulation is the one that ensures vertical mobility Vertical articulation will be ensured by qualifications corresponding with those that allow access to future opportunities for all learners It is assumed that education beyond FEC will be similar to that provided by the tertiary institutions and therefore at this level, articulation can be taken on a credit-by-credit basis The key element will be the accreditation of these institutions to provide education and training that will be seen to be the same as that provided by established tertiary institutions It can also be envisaged that a greater part of tertiary education provision in community colleges would be characterised by the bridging rather than the transfer phenomenon Therefore, a closer working relationship with these institutions will have to be established, but on a broader base to allow for greater intra-institutional mobility

Assessment and certification

The power of deciding on national policies and guiding principles for assessment should be controlled by the centre, the regions, however, should have sole responsibility for running regional assessment systems as well as feeding policies for consideration to the centre Regional structures should be able to conduct assessment and certification, following central guidelines from a body

composed of inter-regional representatives

An assessment system should have the following features

- Access routes to community education should be as open as possible to include such practices as recognition of prior learning (RPL), recognition of prior experience, etc
- Continuous assessment of learners and training programmes should be a permanent feature of community education in order to ensure that learners are provided with education and training of reputable standards
- Definition and assessment of standards should be a process arrived at by all stakeholders in the learning process
- Criterion or evaluation should be geared toward the measurement of competencies and achievement, and not to favour one form over another
- The process of certification should be separated from the selection process in order to signify acquisition of skills and knowledge The process should also make maximum use of credit-based learning and allow learners to accumulate credits as they proceed

Registration and monitoring of community colleges

Relevant legislation should be passed making the registration of community colleges compulsory Registration might be linked to accrediting community colleges A number of new colleges are ready to register as community colleges

Such an accreditation process should

- ensure that the institution has developed a mission, goals and objectives,
- ensure that the appropriate infrastructure exists,
- ensure that the local stakeholders, role-players and interest groups have been consulted and that consensus has been reached on the need for the establishment of a community college An accurate report on such consultative process should be developed,
- ensure that education and training to be offered be examined by

SAQA or ETQA to confirm that the learning products meet the prescribed standards,

- conduct a self-study to assess the means and extent to which the institution is able to achieve its objectives Application for registration accompanied by a report of the self-study and a report on the consultative process should be submitted to the provincial Ministries of Education,
- ensure that the Education Ministry undertake an on-site visit to evaluate the adequacy and accuracy of the self-study and consultative process as well as the institution's effectiveness in meeting its objectives

If the Ministry is satisfied that the institution in question complies with the requirements as set out in the relevant legislation, that the application reflects the expressed needs of the community, and meets the satisfaction of SAQA, such an institution would be registered as a community college and its district of operation defined upon registration

It is recommended that monitoring of standards occurs in the following ways

- The Stakeholder Councils should be held responsible for the establishment of education and training standards and/or qualifications for consideration and subsequent registration by the South African Qualifications Authority (SAQA)
- Once agreed standards and qualifications have been registered, the College Sector Coalition should be held responsible for monitoring and auditing achievements in terms of such standards and/or qualifications
- The existing standards and qualifications, both national and international, should be used as an interim measure whilst new standards and qualifications are being debated and developed

Financing of community colleges

It is recommended that budget allocations should be made for the following three sectors separately

- the school sector,

- the college sector,
- the higher education sector

Community colleges should be funded as part of the college sector and funding should come from government, the private sector and communities

In terms of priorities, ABET needs the most immediate funding Thus a very focused appeal for ABET funding in the short term needs to be emphasized Existing government funding ought to be maintained in existing college sector institutions where it is effectively utilized, but there should be a shift in application of new government funds towards programmes which are more in line with government policies and priorities, such as ABET

Sources of funding should include
- local and international donors,
- fundraising events or campaigns,
- existing government allocations,
- user and/or community contributions,
- employer contributions

Student services and human resources development

A large number of students who will be serviced by the community colleges have not had the necessary exposure to enable them to make wide choices Added to this, most of them have suffered both financial and academic deprivation The need exists for well-resourced student services Community colleges will have to conduct a needs analysis to determine the profile of the targeted learner/ student population and their financial, academic and personal needs

Each college should have
- learning resource centres,
- career guidance and counselling services,
- bursaries and loans available for needy students

It is recommended that child-care centres are adjacent to every community college or community learning centre to care for children while parents are attending classes

Distance education student support should be made accessible to students enrolled with distance education institutions such as UNISA, Technikon SA, etc Therefore, a close working relationship and co-operation between the community colleges and distance education institutions would be necessary in terms of

♦ institutional support for distance learners through community colleges,
♦ co-ordination by the College Council Secretariat,
♦ resource utilisation at all hours at community colleges,
♦ counselling at community colleges and community learning centres,
♦ shared funding

Various components of programmes offered by community colleges in other countries are already offered by different providers in South Africa What has been a drawback has been the fragmentation of these initiatives and the lack of appropriate accreditation of both the institutions and programmes South African community colleges will need to have a core full-time faculty of 60 per cent and a part-time faculty and contracts with NGO providers (40 per cent) The part-time faculty could be drawn from commerce and industry and from higher education institutions, and NGOs can be contracted to offer relevant programmes to community college students This partnership is intended to support the education departments in their efforts to provide large-scale delivery of adult basic and further education

The way forward

The document proposed that

• the Further Education Commission should commence without delay,
• most of the ideas contained in the document should be tested on the ground through pilot projects,
• an interim implementation plan proposed by the College Sector Coalition should be given serious consideration and support,
• this interim plan be considered timely for large-scale delivery of adult basic and further education and training in the short term

INTERIM IMPLEMENTATION PLAN: COLLEGE SECTOR COALITION

MOTSUMI MAKHENE - CHAIRPERSON, COMMUNITY COLLEGES ASSOCIATION OF SOUTH AFRICA

The College Sector Coalition was established in 1994 to develop a coherent national institutional framework to represent and co-ordinate adult education and training

At a meeting on 8 February 1995 with the Ministry of Education it was agreed that the College Sector Coalition present an interim plan of implementation for college sector education and training until such time as the Further Education Commission and council are functional A further request was made for a more detailed plan of action to be presented to the March meeting of the provincial heads of education

The following outline represents the attempt to develop an institutional framework and a conceptual interim plan for national co-ordination and provincial implementation of college sector programmes and activities

It is proposed that
- a proclamation be issued enabling the college sector to proceed with this interim plan,
- a College Sector Act be developed to give the colleges the same kind of status and autonomy as universities and technikons

The proposed **vision** is that of a qualitative and coherent national sub-system of education and training offering lifelong education services for reconstruction through maximising and synergising a wide range of institutes The proposed **mission** is to broaden the capacity of the college sector to contribute to the

building of the country's labour force and community leadership by developing a framework for institutions providing adult basic through to higher education and training

The aims and objectives are
- to contribute towards sustainable economic growth,
- to rebuild the social and civic capacity of communities,
- to develop advocacy for polices aimed at the restructuring and coherence of colleges,
- to foster and build national and provincial partnerships,
- to develop effective co-ordination of the college sector,
- to co-ordinate inter-college resource sharing,
- to network and build co-operation with continental and international colleges with similar interests

To ensure the effective implementation of the above mission, the following principles are proposed
- open access,
- equity,
- quality and relevance,
- sustainability,
- accountability and transparency

To build the required organisational culture and human resources base, the college sector will
- undertake staff cultural re-orientation and sector alignment,
- contribute towards a national RPL model,
- co-ordinate seminars/workshops and exchange programmes,
- develop a comprehensive and appropriate human resource system

A four-tier governance structure is proposed with representatives from the following groups

National College Council
- higher education institutions,
- each association in the College Sector Coalition,
- national staff associations,
- business associations,

- organised labour,
- Government

Provincial College Council

- higher education institutions,
- each association in the College Sector Coalition,
- NGOs and CBOs,
- business associations,
- labour organisations,
- staff associations,
- learner associations,
- Ministry of Education

Regional College Council

- colleges,
- staff associations,
- learner associations,
- CBOs and NGOs,
- business,
- labour

The governance of public and private institutions will differ and the secretariat will be ex-officio on each council, where appropriate

The management of the sector is proposed to operate at two levels, nationally (for sector co-ordination) and provincially (for direct development and capacity building) [1] The management of the sector will be co-ordinated by a secretariat and would operate at a national level but will need regional offices and/or representatives in the provinces

Programme delivery will take the form of collaborative partnerships and will focus on maximising current institutional resources, namely in the areas of

- distance-learning strategies,
- media-supported learning

The following distance learning strategies are proposed

- Institutional support by establishing a network of support systems for distance learners
- Co-ordination of activities by each Regional College Council
- In order to utilise resources fully, open learning opportunities would be made available outside of normal college hours
- Co-ordination and provision of guidance, counselling and placement of students
- Payment for staff could come from the relevant Ministry funds

In keeping with the provisions of the NQF, the College Sector Coalition will facilitate a process of standard setting for a range of programmes already offered by its members

In terms of administration, the secretariat will be staffed by people seconded to their posts on a contract basis Their salaries will be paid for by the Ministry of Education but they will be accountable to the National College Council

The College Sector Coalition will continue to invite other college types, for example colleges of education, nursing, agriculture and police training, to participate in the Coalition's efforts to forge partnerships towards meeting national and provincial goals of social and economic reconstruction and development in education and training

GROUP SESSIONS

COMMISSION ONE
GOVERNANCE AND STAKEHOLDER PARTICIPATION

Facilitators Mr Thami Mali, Mr Mhlanganisi Masoga
Commission Santa de Jager, Glen Fisher, Jonathan Gale, Walter Gaoretelelwe, Thami Khoza, Jennifer Kinnear, Andre le Roux, P Mabude, Thembi Mapetla, Moira Marais-Martin, P Mathebane, Aubrey Matlole, Eleanor Molefe, F Monyemore, Thabo Ndlovu, G Z Sonkwala, Jack Phahlamohlaka, Mbuyisala Sani, Mariam Sekati, Shirley Steenkamp, Keith Wymer, Silas Zuma,
J Brander

Following are issues raised in relation to the NICE Proposal (the relevant sections are quoted in the Annexe)

General concern (section 4/page 19) The concern was raised that extra details were incorporated into this section If the proposal to the Ministry was submitted and it is legislated upon, it will leave no room to improve the document The recommendation is that although the sector does not want to be vague, it also does not want to be too specific For example, under college governance it should not be specified how many people should make up a community college governance structure Governing principles to ensure that there is a fair and equitable, workable stakeholder representation should be included

A suggestion was that the number of members on the governing structure be specified for each stakeholder group or an example of the type of allocation could be quoted These were the two suggestions made to rectify this concern

Stakeholder participation groups (section 4 2/page 20) The stakeholder participation groups and their functions are de-

tailed in the document It was recommended that this be rephrased in a less specific way, for example in terms of what the national or provincial secretariat areas should deal with It was also recommended that the secretariat should, for example, be responsible for channelling funds to community colleges, and relationships between the secretariats and other state functions of the Ministry should be elaborated upon

Relationship between National Stakeholder Council and the National Secretariat (section 4 3/page 22) The relationship between the various structures throughout the section needs to be specified and elaborated upon There is no clear relationship between the National Stakeholder Council and the National Secretariat The relationships between national, provincial and local structures are a clear process but the National Stakeholder Council and the National Secretariat's relationship and how they work together needs to be elaborated upon It was agreed that NICE or an elected committee specify how these committees relate

Autonomy of community colleges Concern was raised that the problem presently was that universities are autonomous and that they structure curricula which may not be functional for industry or other sections of society As a further improvement to the document (page 19) it was suggested that this autonomy of universities and community colleges be relative to the extent that they satisfied the needs of the National Qualifications Framework The proposal should be that all these structures are autonomous as far as they satisfy the needs of being registered and registering their standards and curricula with the NQF

Essentially the section had the approval of the commission with the two exceptions outlined above while not being vague, the document should not be too definitive, and that as far as possible relationships between the suggested structures should be elaborated upon

Interim measures It was proposed that interim guidelines for community colleges should be worked out through NICE and other structures (including the Ministry) to be legislated tempo-

rarily, even though some community colleges are in the process of being set up in some provinces A period of 18 months should be considered while the work of connecting the permanent broad legislation of community colleges proceeds

The White Paper It was proposed that a White Paper, specifically for further education, be developed so that this can feed into the current debates This process should run concurrently and yet respond to these interim measures, so as to respond to community colleges which are currently operating in a vacuum

Recommendations
Career guidance

Career centres are spread across the country within a national structure, SAVGEA People involved in community education should start interacting with that structure and develop research focused on how councillors can be retrained to meet the needs of adult learners in community colleges

Presently, guidance teachers in schools are not effectively utilised They can be put to better use in community colleges A task team should be set-up to engage SAVGEA on that level immediately

The career and counselling centres taken for granted in urban areas may not be available in rural areas Therefore, counselling centres should be established in these areas as a prerequisite before the establishment of community centres

Geographical limitation of colleges

There seems to be an over-prescriptive definition of community colleges within a district This seems to be geographical and does not take into account the likelihood that distance education could be a significant player in this area

Within provinces there are districts and in some provinces there are directorates For example, in Gauteng where under-utilised institutions in the former white areas are being looked at for adult education and community college purposes, it is only fair to

consult those stakeholder forums established in those districts In the provinces where there are no formal districts, this will not have to happen, but where there are these structures, these processes should be enforced

Over-prescriptiveness of the NICE Proposal

The NICE Proposal is too prescriptive, especially in terms of the governance structure This is too detailed, without being specific on how to ensure that existing institutions operating under illegitimate boards (and which are trying to reconstruct themselves into community colleges) will set up governance structures in line with the general principles of community colleges regarding numbers and affirmative action placements

A policy document is never perfect Some of the examples mentioned may not exist in certain districts or provinces People will have to identify stakeholders in line with the legitimate structures as proposed in the document and by government The document therefore outlines the principle but not the detail

The intention of the document was not to dilute representativeness, rather, it was to ensure that a level of detail appropriate in every instance is catered for For example, the level of detail which suggests common governing structures with equal representation for a college of 50 students as well as a college of 100 students and the appropriateness from locality to locality may vary A clear statement of the principled commitment to a democratic representative governing body is required and specification of kinds of interests that need to be represented on such a body Further than that, there should be flexibility in our approach to numbers

Input from government

The Report from the Commission of Labour and Education at national level and the absence of comments from that level is a concern Comments to guide the process should be forwarded to the Commission The fact that the Ministries at provincial level are not able to move because of delaying tactics will be discussed in

the Interim Plan and should be located in the White Paper Ideally, while working on an interim plan, HEDCOM should be engaged and the sector should check where possible inter-ministerial commissions can be mirrored at provincial level

Open access to historically restricted institutions

Governance in certain provinces may be problematic if it is not regulated by legislation The process started by the College Coalition Sector is aimed at transforming those colleges which have been closed to people The community college movement aims to bring them on board with the community college concept The community college concept will also be incorporated in the proposals to be legislated and invariably will affect the various private colleges if they operate as community colleges In the interim plan it may well be faster to achieve this through the drafting of the White Paper

COMMISSION TWO
NQF ACCREDITATION AND ARTICULATION

Facilitators   Dr Peliwe Lolwana, Mr John Pape
Commission   APLSA, Japie Nel, Mick Andrew, Stephanie Bulger, Gerrit de Kock, June Rose Hartley, Salama Hendricks, Albert Koller, Khetsi Lehoko, Norman Louw, Siven Maslamoney, Frank Molelle, David Ngwasheng, C Olivier, Kitch Semuli, Bafana Seripe, Pumla Simanga, George Singh, Walter Smith, K Strydom, Ray Eberlein, Joe Samuels

The main question to be discussed was Who or what will be accredited? Institutions, as in the USA, programmes, or individuals?

It was agreed that a system based only on accrediting institutions will be totally inadequate There are some community colleges which may not have the infrastructure or resources but may still offer a number of courses which qualify for accreditation The

idea of simply focusing on institutional accreditation therefore does not seem credible, particularly in the short term

In the long term it may be possible to look for accreditation for some institutions Smaller community colleges with less resources still need to be able to accredit their programmes without having large amounts of infrastructure Obviously individuals must be accredited as well

The scope of accreditation of community education in community colleges should be

- ABET,
- further education,
- transfer/access

In the Free State which seems to be the most advanced area, there have been considerable problems with accreditation with no easy solutions for community colleges wishing to offer accreditation programmes in 1996

Are the present levels of 1, 2, 3, 4, etc adequate? There is still some need to divide ABET and further education into sub-levels in order to have portability at these levels

The commission recommended the following courses of action

- compile a database of existing alternatives, such as ASECA and IEB programmes,
- look at regional partnerships whereby community colleges can develop partnerships with existing institutions and include organisations like the IEB to accredit courses,
- monitor interim policy submissions made to the Ministry by the National ABET Task Team There needs to be an awareness of this for, if these are accepted by the Ministry as an interim policy, it can provide opportunities for ABET courses to be accredited,
- make presentations to university senates, etc around adult basic education, and develop an accreditation framework for transfer and access programmes,
- develop immediate methods of assessing prior learning

Preparing for SAQA

There is a need for presentations to the Ministry A task team from this conference should look at immediate arrangements and deal with the following questions

- Who will accredit community college courses? How can immediate arrangements be co-ordinated for 1996 at a regional and national level as well as in the long term? Who will accredit community colleges? What qualifications authority or what board or body will facilitate the accreditation?
- Will ABET have its own ETQA? Will an indigenous ETQA be developed? If so, where will it come from? If an indigenous ETQA is to be developed, will one go to the mining, university or the tertiary level sector? If not, where will it come from?

It was recommended that that ETQAs will operate across the different fields of knowledge and not as representing sectors or institutions But field versus sector is still a matter of debate The paper on the NQF described different sector qualifications and the possibility of a community college ETQA Whatever the decision, structure must be discussed in order to control who accredits courses

In industry one finds a number of training boards looking specifically at the interests of those particular sectors beyond education and training What will ETQAs be doing for the education and training field? Australia has a training board for education that looks particularly at the development of communities

Recommendations in this framework, however, are not specific enough to start defining how to work on accreditation There has to be a group of people working across different fields who will investigate what form ETQAs will take, what kind of partnerships are wanted and how to lobby

COMMISSION THREE
REGISTRATION AND FINANCING OF COMMUNITY COLLEGES

Facilitators   Ms Thembi Twala, Mr Martin Mulcahy
Commission   Linda Ganda, Abeeda Holdstock, Thabo Khanye, Emmanuel Khanye Emmanuel Khanyile, Anthony Khatle, L J Mafisa, Motsumi Makhene, V Molale, Phil Masia, Zakes Moloko, Davis Moropane, Jack Phahlamohlaka, J Zotwa, Brian Cadir

The document was accepted but it was recommended that a clearer action process needs to be instituted with full implementation within 18 months It was also recommended that

- NICE should be appointed to set up the initial registration pending legislation
- NICE should manage this registration process together with the provinces as NICE is a national organisation
- Provisional registration of community colleges in terms of institutions and appropriate infrastructure should ensure local stakeholder participation and that an accurate report is developed for this process immediately (page 29 a-c)
- Points d-g on page 29 should be completed satisfactorily within three years for final registration

Funding
With regard to short-term funding, it should be determined

- what is available,
- how it is allocated,
- whether it is possible to access provincial Executive Committees (including RDP-related funding)
    Long-term funding
- All funding mechanisms should be used to leverage foreign funding
- A funding formula with clear weighting of priorities should be developed

Funding mechanisms should include the following
- The Department of Education should set up a Task Team to establish funding mechanisms via a Commission on Further Education
- ABET should have a separate budget programme within the national education budget
- In addition, work should also be done within the provinces and ABET should not be allowed to disappear within compulsory education spheres
    Action to be taken includes
- NICE should manage the funding process
- The College Sector Coalition should facilitate the process at provincial level
- CCASSA should ensure that providers have access to funding

Recommendations
- **What does the proposal that NICE operates as the registering body outside of government mean for the process? Should NICE and the government not act jointly, with NICE facilitating the process?**

The idea of NICE registering organisations was an interim suggestion with the view that it be entrenched in legislation later NICE is to facilitate and manage the process but the College Sector Coalition should be used in the provinces, as this is where the strength lies

The provinces have indicated that it is still not clear where ABET is located in the government departments Discussion is taking place on how this issue is to be taken forward, in the long run ABET will be the government's responsibility Nevertheless, people should move away from the fact that because the government is subsiding education, it should be responsible for everything Funding also has to come from the private sector because there is a concerted movement away from complete government control

- **Who will serve on SAQA?**

People from the community college sector will form part of the processes

COMMISSION FOUR
STUDENT SERVICES AND HUMAN RESOURCE DEVELOPMENT

Facilitators	Mr Nick Joubert, Mr Dikeledi Molatole
Commission	Dowlat Bagwandeen, Chris Dah, Kehilwe Dikgosi, Chris Madiba, Andray Mamabolo, Leonard Manana, Dikeledi Molatoh, Rachel Morake, Moagi Ntsime, Sedibe Phenyane, Nkhabele Prusent-Marumo, Dave Shepherd, Ursula Sookdin, Thembi Twala, Jerry Waja

The commission recommended that the following be identified

- existing resource centres,
- schools,
- teacher centres,
- members of the Coalition,
- NGOs

These should be incorporated within community college structures with a heavy leaning toward partnerships to ensure that learning resource centres are established Other facilities should be identified to prevent duplication of infrastructure and equipment

With regard to career guidance and counselling

- The needs of the community as a factor should be addressed and seriously considered
- The present services of the Departments of Education and Labour should be taken cognizance of
- This is considered a high priority for learners
- Existing structures should be used
- This should be seen as a dynamic process

Bursaries and loans The question of bursaries and loans is complex and still in the process of discussion The committee for further education should look into this, and establish criteria about how it is to operate The report from the Commission for Higher Education is awaited

It was felt that
- Business should assist in the processes
- Communities should fundraise

Industry and community colleges should work closely together to ensure that if community colleges satisfy the needs of industry, there is a reciprocal situation that bursaries and funds are made available to the communities

Childcare centres It is very important to implement and to adhere to community college principles such as open access, etc ABET should require this as a building block and it can be combined with training individuals within that environment to run childcare centres

Distance education It is important to consider institutions such as UNISA (presently in a process of transformation) as part of the delivery system The commission supports the principles that
- distance education should be part of the delivery system and strategy,
- present institutional transformation should continue before incorporation within community colleges,
- community colleges should mean open access

Human resource development The need exists to identify existing resources, that is, trained teachers and trainers It is recommended that people are retrained, rather than trained from scrtach, in the following processes
- induction,
- conversion of teachers and trainers,
- re-teaching of teachers and trainers,
- extension of teachers and trainers

In summary, then, the commission supports the report and

emphasises the following principles

♦ There should be partnerships within existing structures and infrastructures

♦ Pilot community colleges within our country should be implemented

♦ This process should entail the drafting of an 'operation manual' to be used in the planned evaluation as detailed in the NICE report

Recommendations

■   **There is an absence of career information centres, IMS systems and career services centres around villages Is there a way to link this with the comment on the absence of information centres in rural areas?**

Guidance forums are at the moment being established in various provinces in order to include as many stakeholders as possible A policy document is being developed together with SAVGEA

Multi-purpose centres will be established which will provide career guidance, information dissemination, advice on housing, etc There is a need to establish (from research conducted together with the NTB and the Association of Regional Training Centres) what currently exists, existing centres offering these functions need to be incorporated into the process Questions such as How are they financed? Are they accessible and where do we need to establish new ones? must be answered

• **The duplication of services of the Departments of Education and Labour relating to career services demands discussion**

The process is in motion and investigation has been done in this area

THE WAY FORWARD

Silas Zuma - Executive Director, NICE

Comments made by participants will be incorporated into the document and circulated to participants with the full report of the conference

An Interim Co-ordinating Committee will be set-up consisting of representatives from each of the provinces, the National Youth Development Forum and Workers Organisations It was recommended that NICE convenes this committee assisted by the Department of Education in consultation with the College Sector Coalition This co-ordinating committee will discuss mechanisms through which the Department of Education can provide an enabling environment and assist in the implementation of the following

- Guidelines for the Interim Implementation Plan of the College Sector Coalition
- The registration of community colleges by NICE - an interim measure until such time that the Departments of Education are ready to take over
- The development of a White Paper on Community Education and Training
- The development of terms of reference for a Commission on Further Education and setting up of such a Commission
- Implementation of Community College Pilot Projects (one in each province)
- Ensuring broader stakeholder participation at all levels
- The development of submissions to the National Commission on Higher Education by NICE

A progress report should be sent to participants before the end of November

Discussion

- **What is the relationship between the proposed co-ordination committee and the College Sector Coalition?**
- It is accepted that the Coalition has not been developed fully in all provinces Where it already exists, it will be represented in the co-ordination committee In provinces where the Coalition does not exist, the inclusion of the college sector will be investigated
- The provincial delegates who presented reports will be contacted in the provinces and discussion will take place within the provinces regarding a permanent committee member The same applies for the Youth Development Forum
- While the composition of the co-ordination committee should include teachers involved in adult education to ensure that they are in line with what is happening and are able to inform the broad processes, adult educators already forms part of the College Sector Coalition
- Provincial Education Departments will be contacted to assist with the interim measures for registration of community colleges

CLOSURE

DR CHRIS MADIBA- DEPARTMENT OF EDUCATION, DIRECTOR SYSTEMS CO-ORDINATION

NICE as approached the issue of community education in a 'bottom up' way which has sensitised the Department The Department has been looking forward to this conference largely because there is an awareness that it would serve as a first step towards developing the Further Education sector The report of the conference will certainly provide valuable input to a way forward and to the National Commission on Further Education

Nature and location of community colleges

Areas which need to be addressed are
- the fragmentation in the further education sector,
- what role community collages should play in further education and in relation to ABET,
- ABET articulation within the compulsory phase and higher education Ideas on ABET tend to overlap with what should be happening in higher education,
- the location of the colleges in the education system and their relationships with national, provincial and local structures,
- the registration of colleges and how it impinges on legislation Consideration should be given on how to legislate community colleges

The only way to succeed is through consultation at all levels, including the Department of Education

Conceptualisation of community colleges and further education

Further work needs to be done which requires consultation on all levels, namely

- the Departments of Education (national and provincial),
- the Department of Labour,
- NICE and the College Sector Coalition,
- stakeholder organisations,
- the teaching profession,
- earners and communities

Role of the Department of Education

It is evident in the inception of the Department under the present dispensation that adult education is treated seriously This commitment is shown in the following ways

- the establishment of the Chief Directorate (Adult, Vocational and Distance Education),
- internal government co-operation,
- the department sees itself as a body which facilitates the process after consultation with stakeholders,
- the development of a White Paper on Further Education which may be an essential document The present White Paper on Education has given a framework within which to work providing a framework for policy development,
- setting up of the National Commission on Further Education,
- its terms of reference,
- HEDCOM and CEM discussions have already taken place The document will be presented to HEDCOM and then to Cabinet and parliament

The NQF offers immense potential for the development of curriculum modules which will be available to all learners irrespective of age, place or time of delivery Further development of the NQF will be ensured by the establishment of SAQA It will be essential for ABET and community colleges to be well articulated within this framework

ANNEXE

4 Governance and Stakeholder Participation
4 1 Governance
4 1 1 The Role of the National Government

The role of the State government involves the development of broad policy support for education and training in general It maintains direct control in respect of universities and technikons In its White Paper on Education and Training (1995) it has made reference to Community Colleges without elaboration on their establishment maintenance or funding What is clear is that the State regards Community Colleges as part of the collegiate sector

4 1 2 The Role of Provincial Government

The provincial government is responsible for the provision of education at the school collegiate level The provincial government should charter the Community Colleges to provide relevant and effective education and training according to local needs In addition Community Colleges could become effective vehicles for the development of communities and the economy To achieve these goals the provincial government should promulgate legislation that will direct the development and functioning of Community Colleges

4 1 3 The Role of Local Government

The role of local government in the provision of education and training is still to be clarified However local government would play a significant role in ensuring that under-utilised facilities were made available for use as Community Colleges or Community Learning Centres Furthermore the local government could recommend the type of programmes that would need to be offered by Community Colleges in line with local economic and social needs

NB It is important to note that there are still debates around colleges There are views that colleges should fall under the direct control of the state whereas others feel that colleges should remain a competence of the provinces/but co-ordinated nationally

Whether colleges are a national or a provincial competence there is sufficient consensus that they should be separated from the school system and should enjoy a large measure of operational autonomy

4 1 4 College Governance

Community Colleges should be governed by a Governing Council or a Board of Trustees that should have no more than twenty members and should consist of

- The Rector of the Community College
- Members elected by the community as representatives of the organs of civic society
- Two members appointed by the MEC (one from the school sector and one from the higher education sector)
- Two members representing the employer organisations and two representing the labour movement
  Two members representing staff and two representing learners
- Two members representing NGOs and two representing CBOs

For Community Colleges to meet their mission they would need a large measure of operational flexibility in terms of scheduling and programme offereings They would have to operate till late in the evenings on weekends and during holidays

To achieve this operational flexibility it would be desirable that Community Colleges be granted a large measure of operational autonomy through an appropriate Act

A network of CLCs linked to a Community College should be controlled by a Coommittee which should consist of

The CLC manager
- A representative of the governing body of premises used as CLCs
- Employer representative
- A representative of the organs of civil society/worker's representative
- A representative of other provider institutions or organisations
- A representative of learners
- A representative of staff

4 2 Stakeholder participation

The process of policy formulation in South Africa has been characterised by a large measure of stakeholder exclusion In a democratic South Africa it is crucial that stakeholders role players and interest groups be involved in the formulation of policies on community education and trainingl NICE proposes stakeholder participation through the establishment of Adult Basic and Further Education Stakeholder Councils

4 2 1 Local Level

A Local Stakeholder Council should be established in each education district or region and should include representatives of the following stakeholders and sectors
colleges (community and others)
staff associations
lerners associations

- CBO and NGO networks
- business
- labour
- local government
- higher education secto
- school sector
- local representative of the Department of Education
- local representatives of the Department of Labour

The main function of the Local Stakeholder Council would be to recommend policy regarding articulation between the community college sector the school sector and the higher education sector including the relevance of Community College programmes to social and economic development The Stakeholder Council should further monitor the implementation of policies governing the Community Colleges and Community Learning Centre and should advise the local government and the MEC on matters pertaining to Adult Basic and Further Education

4 2 2 Provincial Level
The Provincial Stakeholder Council should have both sectoral and regional representation and include representatives from the following
    Local Stakeholder Council
    Higher Education Sector
- Each Association in the College Sector Coalition
    Provincial NGO/CBO Networks
- Provincial Business Associations
    Provincial Labour Organisations
    Provincial Staff Associations
    Provincial Learner Associations
    Provincial Ministry of Education
- Provincial representative of the Department of Labour

The main function of the Provincial Stakeholder Council should be to recommend general policy for Community College and Community Learning Centres in the province to advise the MEC for education on all matters affecting Community Colleges CLCs and to monitor the implementation of provincial policies by Colleges and CLCs

4 2 3 National Level
The National Stakeholder Council should have both sectoral and provincial representation and should include representatives from the following

- Provincial Stakeholder Councils
- Higher Education Sector
- Each Association in the College Sector Coalition
- National Staff Associations
- Learner Associations
- Business Associations
- Organised Labour and Government
- National NGO and CBO networks
- Department of National Education
- Department of Labour

The main function of the National Stakeholder Council should be to co-ordinate Provincial Stakeholder Councils, to formulate norms and standards for Adult Basic and Further Education to advise the National Minister, within the context of NQF on all Adult Basic and Further Education matters including the qualification framework salaries training of Community Colleges and CLC personnel and financing of Colleges and CLCs

It is important that powers and functions for implementation should be delivered to the lowest level possible and that the bottom up principle for policy formulation should be obseved The process of participation should be as inclusive and as transparent as possible

4 2 4College Sector Secretariat

It is proposed that the College Sector Secretariat should operate at two levels - national (for co-ordination and provincial) (for direct development and capacity building)

National Secretariat	- HR and systems develoment
	- Curriculum development
	- Research and information co-ordination
	- Funding policy and strategy
	- National lobby and advocacy
	- Sector evaluation
Provincial Secretariat	- HR and organisational development
	- Research and information services
	- Provincial lobby and advocacy
	- Private and public sector partnerships
	- Sector evaluation (specific)

The Secretariat would most likely operate at a national level but would need regioinal offices and/or representatives in provinces where the Provin-

cial Stakeholder Council would facilitate the implementation of programmes

The Secretariat would facilitate and co-ordinate fund raising distribution of funds to Community Colleges and CLCs report on the expenditure of money by Colleges and inform Colleges of the opportunities available for participation in the delivery of programmes

The Secretariat would work closely with the Ministry of Education and the Department of Labour in order to ensure that College Sector programmes would be in line with Ministry priorities In addition the Secretariat would need to have access to certain resources of the Ministry

The size of the Secretariat would largely depend on the scale of operations envisioned Recruitment should be done through the College Sector Coalition to ensure that whoever staffs the Secretariat is fully conversant with the programmes and goals of the councils and the College Sector

The Secretariat would be *ex-officio* on each Council where appropriate

4 3 Institutional Management
4 3 1 Demarcating Community College Districts
It is important that each Community College should operate within a clearly demarcated Community College District Such Community College Districts should be the same as the Education Districts It is possible that some Education Districts could require more than one Community College In determining the number of Community Collegtes within an Education District both geographic and demographic factors should be taken into account

4 3 2 Co-ordination
A Community College should have as many branch campuses and satallite Community Learning Centres within its district as possible Branch campuses could be other Colleges or Adult Education Centres within the district whereas satellite Community Learning Centres could be any site or venue where education and training programmes are offered by a Community College of NGOs and would include current night schools or Company Training Centres These Community Learning Centres could be located in schools places of work churches universities technikons other colleges etc within the Community College Dietrict NGOs operating within or outside the community College districts should be contracted to offer programmes to Community College and Community Learning Centre students Community Colleges in a given district or region should form an integral part of the Local Stakeholder Council

4 3 3 Institutional Level
The management structure of the Community Colleges and Community Learn-

ing Centres should be influenced by a number of factors such as the size and location of such a College or Centre This report provides broad principles to guide the establishment of such a management under the leadership of the Chief Executive of a Community College the Rector

1 Participation of all involved
The managmenet structure should ensure that all the sections of the institution are involved in the management of the institution
2 Effective co-ordination
The activities of the institution should be effectively co-ordinated
3 Clear definition of roles
The role of each participant in institutional management should be clearly defined
4 Clear channels of communication and accountability
Channels of communication and reporting should be clearly defined

4 3 4 Local Level
District Directors and Chief Education Specialists should be appointed for each District or Region to provide guidance in the development and implementation of programmes
District Directors and Chief Education Specialists should be appointed by the Provincial Education Department and should provide support to management and staff at Community Colleges and Community Learning Centres

4 3 5 Provincial Level
A Chief Director should be appointed in each Province to take responsibility for the Adult Basic and Further Education in the province The Chief Director should be assited by two Directors one responsible for Adult Basic Education and Training and one for Further Education and Training

4 3 6 National Level
Although the College Sector is a Provincial competence at this stage it would be necesary to co-ordinate all the nine provinces at the national level To achieve this a position of Chief Director responsible for the Adult Basic and Further Education and Training has been created at the national level Such a Chief Director is responsible for national co-ordination as well as the development of norms and standards for Adult Basic and Further Education and Training

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