

NICE



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NICE PROPOSALS

A FRAMEWORK FOR ADULT BASIC AND FURTHER EDUCATION AND TRAINING

**For Discussion purposes at NICE's
Steering Committee Meeting (22 May 1995)**

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The National Investigation into Community education (NICE) is a multi-stakeholder initiative aimed at developing a national framework for the provision of education and training to **adults, workers and out-of-school youth** who are beyond the age of compulsory schooling (+/- 16 years) and who either completed, interrupted or never attended formal schooling, NICE proposes that such provision should also cater for the **physically challenged**.

The National Investigation into Community education (NICE) regards the development of an effective, accessible, and relevant adult basic and further education system as central to the task of national reconstruction and development. NICE believes that the **adult basic and further education system needs to be massively expanded**, to meet the needs of many different groups of learners, out-of-school youth, unemployed adults, rural inhabitants and others.

In order for these needs to be met effectively, **the development of the adult basic and further education system must take place within a clear and coherent framework** of provision. Existing resources need to be effectively mobilised and co-ordinated and imaginative new forms of provision and delivery need to be put in place.

Accordingly, NICE has been engaged in an extensive process of research and consultation directed towards the development of a framework for the provision of adult basic and further education and training.

NICE proposed that adult basic and further education, defined as education and training outside the compulsory phase of formal schooling and ranging from basic literacy to higher education access programmes, be regarded as a coherent field encompassing **three primary missions**:

4.1 Vision & Principles

4.1.1 Vision

NICE distinguishes between three distinct, but related sectors in South African education. These are:

- * **The School Sector:** This sector focuses on Educare and General education up to senior secondary school level. (levels 1-3 of the proposed qualification framework)
- * **The College Sector:** This sector focuses on Adult Basic and Further Education and Training including pre-tertiary education and training programmes. (levels 1-4 of the proposed qualifications framework)

- * **The Higher Education Sector:** This sector focuses on Post-secondary and Post-college (tertiary) education and training. (levels 5-8 of the proposed qualifications framework)

NICE's vision of an adult basic and further education concept for South Africa is that of 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. In this sector **Community Colleges and a network of Community Learning Centres**, in close collaboration with **Distance Education Institutions**, NGOs and CBOs, must be the key institutions in:

- providing mass-based education and training.
- building a skilled lower-middle and bottom-end human resource base.
- promoting a learner-based philosophy of education and training.
- creating a reliable link and mobility between compulsory schooling, Community Colleges and higher education.
- stimulating and maintaining community and stakeholder involvement and participation in multiple ways.

The unique South African Community College Model

NICE proposes the following conceptual model for S.A Community Colleges:

- Firstly that **the 136 Technical colleges in South Africa will be changed into community colleges**. It is accepted that such a change would require a comprehensive staff orientation and development programme, an effective institutional management system and some additional funding.

Secondly that **the community colleges will be part of an education system** in which each institution type has a clear mission, a defined upper level of training, e.g a four year programme only, and a student transfer mechanism that provides the student with maximum mobility is to be agreed upon, either on a national or regional basis. This should enable a student to move from school to a community college and then to a tertiary institutions of his/her choice depending on the grades achieved on at the community college.

- Thirdly that **all prior learning will be taken into account when assessing the level at which a student will transfer**, the main criterion being the student's ability to succeed at the next level, rather than trying to evaluate a one-subject match between studies completed and the higher level subjects. This means that a significant focus on the college will be career guidance once people have been assessed.

The model, shown diagrammatically, focuses on the access points to the community colleges. It is understood that 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.

These separation of the basic and further education and training levels is merely to emphasise the difference in focus. The basic education level will focus on adult basic education through vocational education with some short, non-credit courses requested by people in the area served by the college. The vocational training will cover a wide spectrum and include artisans' training or part thereof.

The further education level will do the more advanced vocational training as part of its bridging programmes together with the final stages of the artisans' training where appropriate. Based on the assessment of prior learning a student will either be admitted to basic or further education levels.

While these levels are shown diagrammatically as being separate they may well co-exist in a common facility with separate management structures. Some of the existing technical colleges may become comprehensive community colleges offering both basic and further education levels in the same facility, while others will offer only basic or further education levels. Whether separate or integrate, student mobility between colleges will be regulated by courses accreditation or certificate within a nation or regional decision. It is hoped that this would also be possible for the movement between the further education level and the tertiary sector.

Students leaving school before the end of junior secondary schooling will enter at a basic education level while those leaving school after passing the junior secondary exams will be eligible to enter the further education level.

Both the basic and the further education levels should focus very sharply on responding to the needs of industry and the training plans of the trade unions. The biggest challenge in this model is to devise the curricula so that the student acquires a vocational skill while at the same time becoming literate and numerate at the basic education level. In the further education level the student would become an artisan and master craftsman and with minimal additional modules in perhaps English, Maths and Science he/she will be able to enter any of the tertiary education institutions.

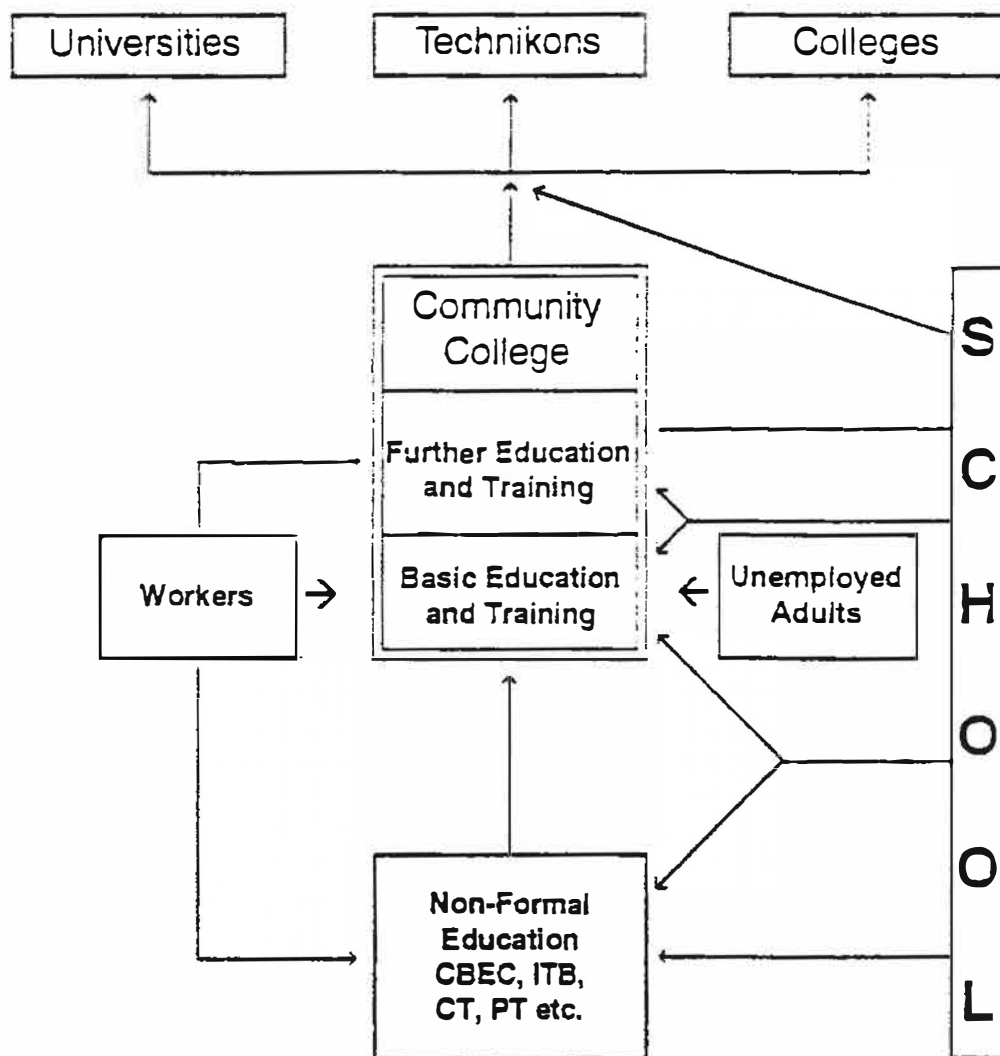
It is important that curricula and teaching methodology at the community colleges be aimed at making people skilled and that the addition of a few modules will make transfer possible. Under no circumstances should there be two distinct paths, vocational training and transfer, within the college.

For this or any other model to have any significant impact, the basic and further education levels should aim to have a combined student population of approximately 1 500 000. This means that each college would have to grow to accommodate 12 000 students. While this sounds like an impossible task, it can be achieved by using innovative modes of delivery and an academic day that extends for 08:30 to 21:00 using all the available facilities during the periods when they would normally be vacant.

While only minimal additional accommodation may be needed, funds would be required to pay additional staff to cope with these numbers. If the appropriate co-operation exists between the stakeholders, then it appears that industry and commerce will be prepared to contribute financially towards the cost of such a venture.

These assessment of prior learning would mean that work done at all the non-formal education and training venues would qualify for recognition. Overtime, the curricula used in the non-formal sector and in the community colleges could become more closely aligned so that maximum credit can be granted for courses completed within the non-formula sector.

Figure 3
Organogram
Community Colleges



SCC — Vocational Education with Bridging
JCC — Vocational Education
Adult Basic Education
Literacy and Numeracy
Upgrading Workers

CBEC — Community Based Education Centre
ITB — Industry Training Board
CT — Company Training
RTC — Regional Training Centre
PT — Private Training

4.1.2 Principles

Based on the above vision the Community College sector should be guided by the following principles:

1. Colleges should form an **integral part of the future education system**. There is a need to develop a kind of comprehensive college sector into a unified system of regionally-based but nationally co-ordinated colleges. The geographical location of these colleges is important.
2. In accordance with any future education system, these colleges should be **based on sound educational values** such as equity, democracy, effectiveness and development.
3. Preference should be given to the **development of a community education sector from existing institutions and structures** rather than establishing new institutions. Pilot programmes and projects might be created by expending the mission of selected technical colleges and/or teacher training or vocational colleges or even by altering the missions of selected universities in certain regions.

The teaching staff of the selected institutions would have to be trained and even expanded to take on the new roles of **transfer education, developmental education and community/continuing/ career oriented/ adult education**. The new colleges would need to have sufficient student and academic development, sport and other services as well as staff to provide the necessary support for students.
4. the colleges should be **maximally accessible** in terms of admission requirements. This does not mean that there should be no requirements for placement into programme. The selection procedures should be carefully considered in order to allow for potential and previous experience.
5. To fulfil the transfer function, **the curricula must be articulated in a way that will bridge the gap between 9 to 10 years of compulsory schooling on the one hand and tertiary education on the other**.
6. There should be **no unnecessary duplication of subjects and courses** at existing colleges in a specific location/region. Through rationalisation and specialisation this sector must become cost-effective and efficient.
7. **The maintenance of standards is of utmost importance**. No adult and further education sector can ever have a recognised and acceptable place and role in an education system if it does not promote quality education through external and internal quality assurance and management.

8. Attention should be given to the potential of **distance education (open learning) based on active collaboration among institutions** in order to minimise cost and maximise benefits resulting from the achievement of economic of scale. the idea of "open/flexible" learning should transcend the geographical borders without ignoring the value of regional-based education. Distance education could bring about increased students access, expand opportunities for continuing professional education and increase opportunities for teaching and learning.
9. **Sufficient funding (state/regional subsidy and private sector funding) must be found for the establishment of colleges.** The college sector must be affordable.
10. **These colleges must be widely accepted by the community** and must also render a real service to the community. These colleges should be oriented towards and focused upon the unique circumstances and requirements of the South African context. No overseas model could simply be transplanted and expected to deliver what is needed in South Africa. Legitimate and participative governance will be of crucial importance.
11. The success of these colleges will to a great extent depend on the way in which changes are brought about in the post-compulsory education institutions and the present school system and adult education system. Equity generated by this route is critically dependent on the degree to which the schooling system changes from a low to a high attainment one. These colleges should not be cosmetic institutions created for the sole purpose of satisfying the needs of marginalised students only. **These colleges also should neither develop as second class institutions nor institutions designed for only a disadvantaged segment of the South African population.**

4.2 Definitions

4.2.1 Community Education

community education embraces **Adult education** - most usefully defined as instruction designed for people who are beyond the age of compulsory school attendance and who have either completed, interrupted or never attended formal schooling. **Continuing Education** - the learning effort undertaken by people who see learning as a means of developing their potential or resolving their problems. **Community services** - whatever services an institution provides that are acceptable to the people in its service area. **Community-based education** - education programmes designed by the people served and related to community problem-solving activities.

4.2.2 Community College:

A Community College is a comprehensive post-school college that provides education and training to adults and out-of-school youth who are beyond the age of compulsory schooling (± 16 yrs) and who either completed, interrupted or never attended formal schooling.

A Community College shall consist of:

- the Governing Council
- the Rector
- an academic board
- the staff and
- the learners

A Community College shall reflect the following features

- * **open Access** - the Community College shall open its doors, to all learners who are beyond the compulsory school going age (± 16 yrs). No person shall be denied admission to a Community College on grounds of academic qualifications. However, learners will be tested on admission to determine competencies necessary for entry into programmes of their choice. Development programmes shall be offered to those who do not satisfy entry criteria to programmes of their choice. These development programmes will help learners make up for their deficiencies.
- * **democratic governance** Community College shall be governed by a Council consisting of elected representatives of the community, the main stakeholders, interest groups and role players. Such involvement in the decision making is intended to dispel the chronic alienation of large sectors of society from the education process and reduce the power of government administration to intervene where it should not.
- * **partnerships and co-operation** The Community College shall collaborate with other stakeholders and role players in the delivery of programmes. The Community college should have a core full-time faculty ($\pm 60\%$) and the other faculty members ($\pm 40\%$) should be drawn from NGOs, the Private Sector, other Institutions, Community etc. The collective experience and expertise to be achieved through this partnership will benefit the learners a great deal. Partnership between Distance Education Colleges and Community Colleges will enhance open learning approaches.
- * **Flexible scheduling and delivery** The Community College shall operate until late in the evening, on weekends and during holidays. Through a network of Community Learning Centres (CLCs), Community College programmes shall be offered at a number of venues or sites, e.g. schools after hours, work place training centres, church buildings, universities after hours, technikons after hours, community halls etc.

- * **Curriculum comprehensiveness** - Community Colleges will be characterised by the comprehensiveness or multi-purpose dimensions of their curricula. The principle of comprehensiveness 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 will differ from Province to Province, from Institution to Institution, from Urban to Rural.

4.2.3. Community Learning Centre:

A Community Learning Centre is a venue or site where education and training programmes relevant to the expressed needs of the community are being offered by a Community College, NGO or any other Institution or Organisation.

Community Learning Centres will be located in any public building, work-place, school, church etc, that is easily accessible to learners and shall consist of:

- * the CLC Manager
- * a Management Committee
- * the Staff
- * the students

The Community College shall facilitate and support the development of a network of satellite CLCs in its district and shall co-ordinate the accreditation of programmes offered at such CLCs.

CLCs shall be divided into two types according to activity and purpose. These CLCs will be found in inner cities, townships, informal settlements and deep rural areas must be within walking distances.

A single-purpose CLC shall be a venue or site where a single programme is provided by a provider Institution or NGO. An example is a literacy programme provided by a literacy organisation in a church hall. Single-purpose CLCs can develop into multi-purpose CLCs by increasing the number of programmes offered.

A Multi-purpose CLC shall be a venue where a number of separate programmes or activities e.g. literacy and numeracy, dress making, art and drama, computer skills etc. are provided by one or more provider institutions or NGOs. Provision of these programmes has to be properly scheduled and time-tabled in order to avoid unnecessary clashes. Multi-purpose CLCs can develop into Community Colleges by structuring their programmes, according to progression from level 1 to level 4 of the proposed qualification framework.

4.2.4 Workers Learning Centres

A Workers Learning Centre is a site or venue, **where education and training programmes relevant to the specific needs of workers and their jobs are being offered** by one or more provider institutions or organisations. Such programmes must be properly accredited in accordance with the proposed qualifications framework.

Workers Learning Centres (WLCs) shall be located within the premises of any workplace or within the workers residence (Hostels) and shall consist of:

- * the WLC Manager
- * a Management Committee
- * the staff
- * the learners

The Community College shall facilitate and support the development of a network of satellite WLCs in its district and shall co-ordinate the accreditation of programmes offered by such WLCs. In this way programmes offered in accordance with the proposed qualification's framework shall be recognised nationally.

4.3 Stakeholder Councils & Secretariat

4.3.1 Councils:

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 training. NICE proposes stakeholder participation through **College Sector Councils** and governance at four levels.

- * Institutional (College Governing Council)
- * Local (Regional/District) (Local College Council)
- * Provincial (Provincial College Council)
- * National (National College Council)

College Councils shall be part of **Education & Training Forums** at Local, Provincial & National Levels.

* Institutional Level:

Each College shall have a democratic **College Governing Council** that includes the elected representatives of the main stakeholders, interest groups and role players, e.g.

- * The Rector
- * Community
- * The School Sector
- * Higher Education
- * Employer Organisations
- * Labour Movement
- * NGOs & CBOs
- * Staff
- * Learners

The main function of the Council shall be to **formulate College policy, monitor policy implementation and remain accountable to the Community, the Government and Donors.**

* **Local Level:**

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

- * Colleges
- * Staff Associations
- * Learner Associations
- * CBOs/ NGOs Networks
- * Business
- * Labour
- * Local Government
- * Higher Education Sector
- * School Sector

The main function of the local college council shall be to **formulate policy regarding articulation** between college sector, the school sector and the higher education sector including the relevance of College programmes to social and economic development. The college sector council shall further **monitor the implementation** of policies governing the college sector and shall **advise the Local Government** on matters pertaining Adult Basic & Further Education.

* **Provincial Level:**

The **Provincial College Council** shall have both sectoral and regional representation and shall include representatives from the following:

- * Local College Council
- * Higher Education Sector
- * Each Association in the College Sector Coalition
- * Provincial NGOs/ CBOs
- * Provincial Business Associations

- * Provincial Labour Organisations
- * Provincial Staff Associations
- * Provincial Learner Associations
- * Provincial Ministry of Education

The main function of the Provincial College Council shall be to **formulate general policy for colleges** in the province, to **advise MEC** for education on all matters affecting colleges, and to **monitor the implementation** of provincial policies by colleges.

* **National Level:**

The **National College Council** shall have both sectoral and provincial representation and shall include representatives from the following:

- * Provincial College Councils
- * Higher Education Sector
- * Each Association in the College Sector Coalition
- * National Staff Association
- * Learner Association
- * Business Association
- * Organised Labour and Government

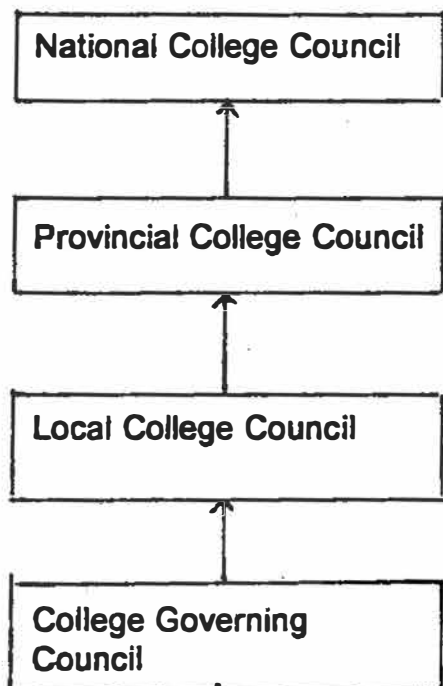
The main function of the National College Council shall be to **co-ordinate** Provincial College Councils, to **formulate norms and standards** for the college sector, to **advise the National Minister** on all College matters, including college qualification framework, salaries and training of college personnel and financing of colleges.

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

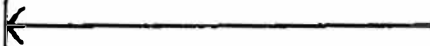
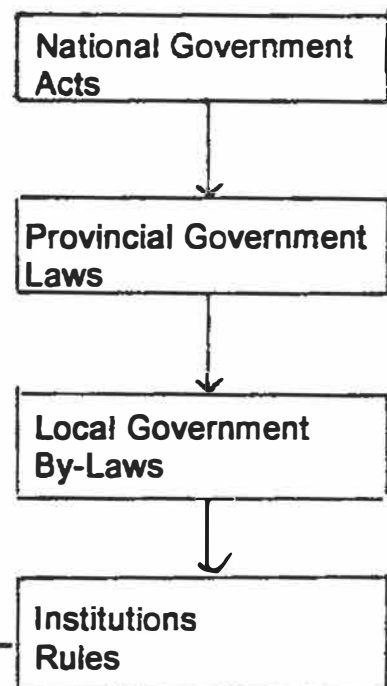
ADULT BASIC AND FURTHER EDUCATION AND TRAINING

STAKEHOLDER PARTICIPATION AND GOVERNANCE

POLICY FORMULATION



LEGISLATION



Principles:

1. Stakeholders and governance at 4 levels
2. Stakeholder inclusivity, eg civics, business, labour and learners practitioners, government, service organisations, etc.
3. Bottom up principle for policy formulation
4. Devolution of power and function to the lowest level possible

4.3.2 Secretariat

The Secretariat of the College Councils is proposed to operate at two levels - national (for sector co-ordination) and provincial (for direct development and capacity building)

NATIONAL SECRETARIAT:	*	HR and systems development
	*	Curriculum development
	*	NSBs
	*	Research and information co-ordination
	*	Funding policy and strategy
	*	National lobby and advocacy
	*	Sector evaluation
PROVINCIAL SECRETARIAT:	*	HR and organisational development
	*	ETQAs
	*	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 regional offices and/or representatives in provinces where the Provincial College Council would facilitate programmes implementation.

The Secretariat would facilitate and co-ordinate fundraising, distribution of funding to Colleges, reporting on the expenditure of money by Colleges, and informing Colleges of the opportunities available for participating in the delivery of Programmes.

This Secretariat would work closely with the Ministry of Education in order to ensure that College Council programmes are 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 National College Council to ensure that whoever occupies the Secretariat must be fully conversant with the programmes and goals of the Council and the College Sector.

The Secretariat will be ex officio on each Council, where appropriate.

4.4 Community College

4.4.1 Governance and Management

Governance

Community Colleges should be governed by a **Governing Council or a Board of Trustees** that shall have no more than twenty members and shall 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 & one from 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 will need a large measure of operational flexibility in terms of scheduling and programme offerings. They will have to operate till late in the evening on weekends and during holidays.

To achieve this operational flexibility, it will be desirable that **Community Colleges be granted the same measure of institutional autonomy as Universities & Technikons through on appropriate College Act.**

A network of CLCs linked to a Community College shall be controlled by a Committee which shall consist of:

- * the CLC Manager
- * a representative of the Governing Body of premises used as CLC
- * a representative of the organs of civic society
- * a representative of other provider institutions or organisations
- * a representative of learners
- * a representative of staff

A network of WLCs linked to a Community College shall be controlled by a Committee which shall consist of :-

- * the WLC Manager
- * Employer Representative
- * Workers Representative
- * Representatives of provider Institutions/organisations
- * Representatives of Learners
- * Representatives of staff.

Management

For the Community Education System to be effective, it is important that a well co-ordinated management system be put in place. The following steps towards setting up an effective management system are suggested.

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 Colleges within an Education District, both geographic and demographic factors should be taken into account.

2) Co-ordination:

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

A Community College with Satellite WLCs

WLC

CLC

Community College

CLC

WLC

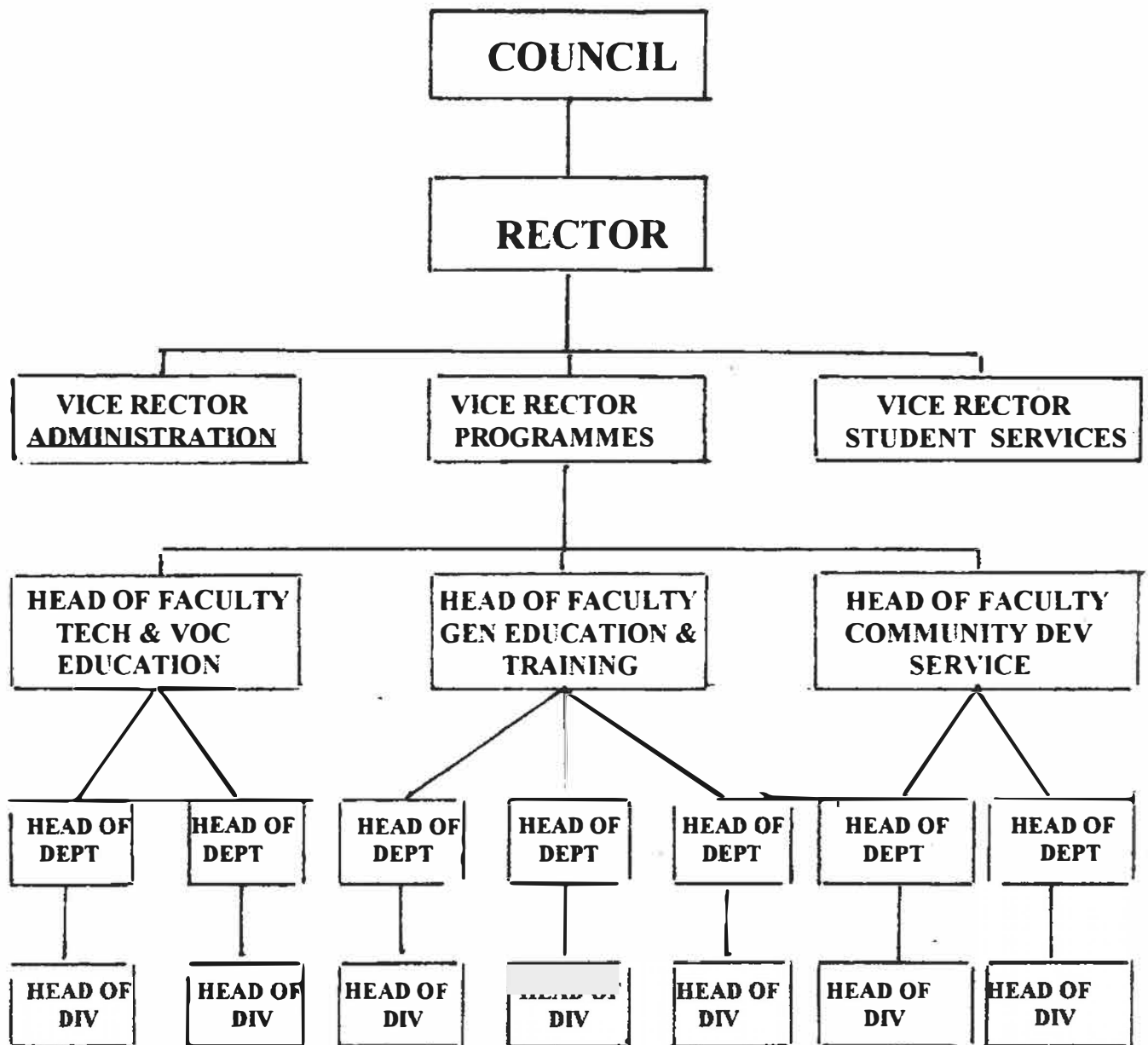
Institutional Level

Each Community College should have a **Rector** who shall be appointed by the Council as chief executive officer of the College. At the minimum, the Rector should be assisted by three Vice Rectors, i.e. (i) **Vice Rector - Administration** (ii) **Vice Rector - Programmes** and (iii) **Vice Rector - Student Services**. Vice Rector Programmes will have **faculty Heads** responsible for identified faculties, e.g. Technical and Vocational Education and Training, General Education and Training (Adult Basic and Further), Community Development Services. Each faculty would then have **Departmental Heads**, e.g. Department of Engineering, Department of Business Studies etc. Each Department would have divisions e.g. Division of Electrical Engineering, Division of Communication etc.

Each Community College shall have a network of Community Learning Centres and Workers Learning Centres which shall be managed by **Managers**. Managers for CLCs & WLCa that are satellites of the Community College shall be responsible to the Community Learning Centre Management Committee which will be set up by the Community College as a management structure for that centre. Managers of Community Learning Centres or Workers Learning Centres that are not satellites of a Community College shall fall directly under the District Office.

ADULT BASIC AND FURTHER EDUCATION

COMMUNITY COLLEGE - MANAGEMENT STRUCTURE



Local Level

Each District or Region shall have **Chief Education Specialists** responsible for the **College Sector & Community Education** in a given District or Region who **will provide guidance** in the development and implementation of the following programme categories:

- * Vocational and Technical Education (skills & careers)
- * General (academic) education & training
- * Community development services (life skills & cultural enrichment)

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. The Chief Education Specialists should be **based at the office of the District or Regional Director**.

Provincial Level

Each Province should have a **Chief Director** responsible for the **College Sector and Community Education** in the province. The Chief Director shall be assisted by **two Directors**, one responsible for **Adult Basic Education & Training** and one for **Further Education & Training**. Directors will work with Chief Education Specialist responsible for programme categories mentioned above. The Chief Director shall report to the **Deputy head of Education** who in turn shall report to the **Head of Education** in the Province.

National Level

Although the College Sector is a Provincial competency at this stage, it will be necessary to co-ordinate all the nine Provinces at the National level. It is therefore recommended that the position of a **Chief Director** responsible for the College Sector and Community Education be created at the National level. Such a Chief Director would be responsible for **national co-ordination** as well as the **development of norms and standards** for the College Sector and Community Education in general.

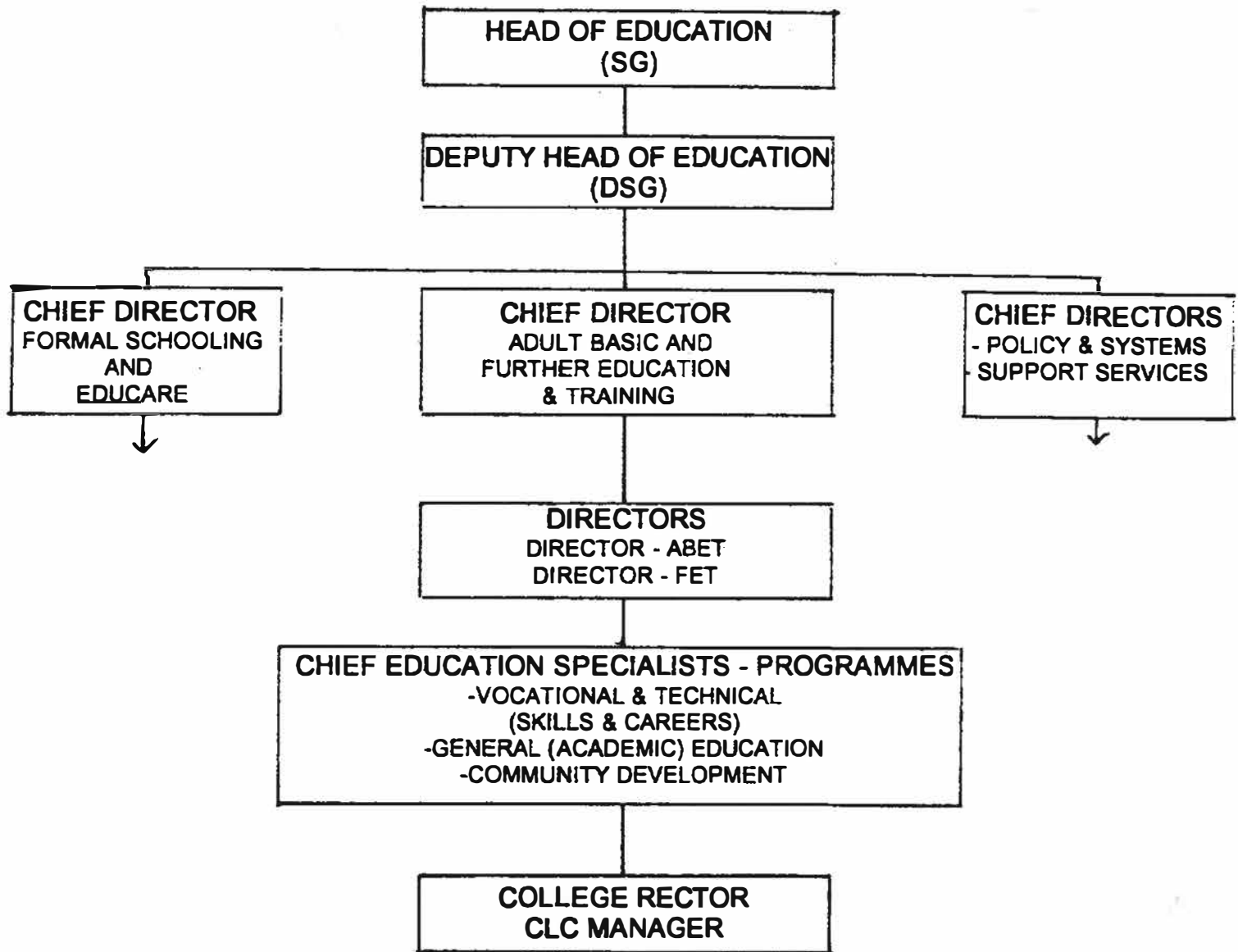
The **Chief Directors** shall be assisted by Directors who shall develop national guidance for the following:

- * Adult Basic Education & Training
- * General (Academic) Education & Training
- * Further Education & Training
- * Community Development Services
- * Distance Education & Training

The Chief Directors shall report to the Deputy Directors General who in turn shall report to the **Director General**

ADULT BASIC AND FURTHER EDUCATION AND TRAINING

PROVINCIAL MANAGEMENT STRUCTURE



Principles

1. Separate line function
2. Institutional framework for ABET and FET

4.4.2 Registration

In order to avoid "fly-by-night" type of Community Colleges, it will be essential that **relevant legislation be passed making the registration of Community Colleges compulsory**. Such registration may be linked to the process of accrediting Community Colleges. A number of NGO colleges are ready to register as community colleges. Such an accreditation process could be as follows:-

- (a) The Institution wanting to register as a Community College should first develop a mission, goals and objectives.
- (b) Ensure that the appropriate infrastructure (buildings & equipment) exist including governance and management structures as well as suitably qualified faculty.
- (c) Conduct a self study to assess the means and the extent to which it is able to achieve its objectives. Application for registration accompanied by a report of the self-study should be submitted to the Provincial Educational Ministry.
- (d) The Education Ministry shall undertake an on site visit to the college to to evaluate the adequacy and accuracy of the self study as well as the Institution's effectiveness in meeting its objectives.
- (e) If the Ministry is satisfied that the Institution in question satisfies the requirements as set in the relevant forum and legislation, such an Institution may be registered as a Community College and its district of operation shall be defined upon registration.

The legislation should give the MEC powers to declare existing Colleges as Community Colleges. Where this has happened, such Colleges will be expected to reconstitute themselves into Community Colleges as defined in this report or as stipulated in the relevant legislation within a given period (e.g 90 days). The MEC should also be given powers to define the district for such a Community College.

Provision of education and training to adults, workers and post-school youth within the Community College District shall become the responsibility of such Community College with effect from the date of such regulation.

4.4.3 Mission:

The mission of a Community College shall be to provide the following quality programmes to adult, workers and post-school youth who are beyond the age of compulsory schooling ($\pm$ 16 yrs) and who either completed, interrupted or never attended formal schooling.

Vocational and Technical Education and Training

- Vocational and technical education and training encompasses a variety of technical and vocational programmes from the very basic to post-matric levels. Such programmes are presently provided in-house by commerce and industry, by industry training boards and regional training centres, by technical and other colleges, and by the NGO sector. NICE proposes that these programmes should be categorised according to levels ranging from level 1 to 4 as suggested on the proposed qualifications framework.

General Education and Training (Academic)

- General education and training include all programmes that constitute the necessary foundations for further study or for specialised training. These may include languages, natural and social sciences, economics and business studies, etc.

Subject specific learning outcomes will be determined at each level and will lead to the acquisition of nationally certificated attainment levels ranging from Basic Education Certificate (level 1 - equivalent to Std5) to General Education Certificate (level 2 - equivalent to Std 7) to Further Education Certificate (level 3 - equivalent to Std 10) to College Education Certificate (level 4 - equivalent to under graduate programmes).

Community Development Services

- Community development services are services which are directly relevant to local community needs and which are of most benefit to the communities concerned. Accordingly, the focus and content of community services will vary from place to place over time. A variety of these services are offered by a wide range of NGOs and include life skills, capacity building for CBOs, cultural enrichment programmes etc. NICE proposes that knowledge and skills acquired through these programmes should be recognised for placement in programmes of further study or training (RPL).

4.4.4 Admission

- The Community Colleges should have an open admissions policy i.e. any person beyond the compulsory school going age ($\pm$ 16) years should be admitted to the Community College irrespective of his/her academic background. In short, no academic criteria will be used to keep learners out of a Community College.

Specific admission criteria should be set for each programme. Pre-testing should be a pre-requisite for the determination of competencies and subsequent placement of students into relevant programmes. Developmental programmes should be offered to those students who do not satisfy criteria for admission into programmes.

Recognition of prior learning and experience (RPL) should be accepted for entry into Community College programmes in instances where prospective learners do not have formal qualification but demonstrate equivalent knowledge or skills.

4.4.5 Curriculum

Community Colleges will be characterised by the comprehensiveness or multi-purpose dimensions of their curricula. The principle of comprehensiveness 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 will differ from Province to Province, from Institution to Institution. Curricula components of Community Colleges could be categorised as follows and the levels of attainment should be in line with the Qualifications Framework as suggested in this report.

1. Education and training programmes (academic) for Adults leading to Basic Education Certificate (level 1), General Education Certificate (level 2), Further Education Certificate (level 3) and College Education Certificate (level 4).
2. Vocational and trades training programmes of different but usually short durations, intended to lead directly to employment by graduates who would be job-ready.
3. Career, technical and para-professional programmes of bewildering variety, of two or three years duration, intended to prepare graduates for employment at technical, mid-management or professional assistant levels.
4. General Academic programmes, with courses not intended for transfer to university but responding to locally recognised need for post-secondary instruction of an academic rather than job training nature.
5. University and Technikon bridging, access and transfer programmes made up of courses parallel or equivalent to those offered by Universities or Technikon themselves.
6. Personal interest and community development programmes of cultural, recreational or community-based character which does not carry credit toward any college diploma or certificate but which satisfies the intellectual or technical interest of individuals or groups of citizens with the community.

The above suggested curricula should be organised according to a qualification

4.4.5 Accreditation & Articulation

Community College education is about to be newly introduced to the South African education scene; it has a potential to radically change the traditional concept of education. Firstly, community education is about redress on legislated past inequalities, as well as providing an education that will deal with the acute 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.

Accreditation:

The accreditation of community colleges requires urgent attention as delivery will be hampered by non-accreditation of these institutions. The accreditation of these institutions cannot be left to the approval and acceptance by individual institutions of higher education, as was the case with some institutions. The dangers of such individually customised arrangements are well documented in our past.

Recommendation 1

The powers for accrediting community colleges will be 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 curriculum. 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 a very broad stakeholder and gatekeeper's representation.

Articulations:

The question of articulation and/or equivalences is exercising the minds of a substantial number of organisations involved in education and training in the country. The concerns range from those looking for a grid similar to that introduced in New Zealand and Australia to those looking for more restricted articulation between specific training programmes and the formal system. Community colleges, as non-traditional deliverers of education have to find a basis of articulation between the formal and informal sectors at levels ranging from post-literacy/numeracy through access to post-secondary and tertiary levels.

Articulation will be best worked out when meaningful benchmarks are established. There are horizontal benchmarks that allow for mobility and access between general formative, technical, industrial and adult education and training in the formal and non-formal sectors. For community education learners, the most crucial aspect of horizontal articulation will be how education acquired in this sector measures up to the established and known sector - the formal sector.

Recommendation 2

The key benchmarks for establishing this 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: (1) end of primary education - the Basic Education Certificate (BEC) and (2) end of compulsory education - the General Education Certificate (GEC) and (3) end of high school education - Further Education Certificate (FEC) levels. (4) end of College education - the College Education Certificate (CEC). Articulation would make sense at these critical points. In between these points it would not make any sense to attempt some one-to-one correspondence of every year of learning. In fact this would create a system that is overburdened with examinations and certification in order to create these equivalences.

However, studies from other countries show that high schools cannot keep up with technical preparations as the time spent in high school is too short. The next level to provide continuous education in the area of technical preparation is Community Colleges or Higher Education. 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 is therefore likely to offer a unique set of qualifications that would cover the space beyond GE up to some part of tertiary education.

The other form of articulation is the one that ensures vertical mobility. Vertical articulation will be ensured by qualifications that correspond with those that allow access to further 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 is going to be the accreditation of these institutions to provide education and training that

is 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 will be characterised by the bridging rather than the transfer phenomenon. Therefore a closer working relationship with these institutions has to be established, but on a broader base, to allow for greater mobility intra-institutionally.

QUALIFICATION FRAMEWORK

NICE supports the NQF proposal of a Eight Levels Qualification Structure but further suggest that the levels be split up as follows:-

- LEVEL 1:** **Basic Education Certificate (BEC)** shall be the first benchmark for adult learners which shall be equivalent to the end of primary education (std 5) and shall be achieved by the acquisition of the required credits.
- LEVEL 2:** **General Education Certificate (GEC)** shall be the second benchmark for adult learners which shall be equivalent to the end of the compulsory schooling phase (std 7) and shall be achieved by the acquisition of the required credits.
- LEVEL 3:** **Further Education Certificate (FEC)** shall be the third benchmark for adult learners which shall be equivalent to Senior Secondary level (std 10) and shall be achieved by the acquisitions, undertaken in a variety of modes.
- LEVEL 4:** **College Education Certificate (CEC)** shall be the fourth benchmark for learners which shall be equivalent to pre-tertiary (undergraduate) education programmes and shall be achieved by the acquisition of the required credit, undertaken in programmes offered by:
- Colleges (both public & private)
 - Professional Institutes
- LEVEL 5:** **Bachelor's Degrees, National or Professional Diploma** shall be the 5th benchmark which shall be achieved by the acquisition of the required credits undertaken in programmes offered by:
- Professional Colleges, both public & private
 - Professional Institutes
 - Technikons
 - Universities
- LEVEL 6:** **Honours Degree or Higher Diploma** shall be the 6th benchmark which shall be achieved by the acquisition of the required credits, undertaken in programmes offered by
- Technikons
 - Universities
- LEVEL 7:** **Masters Degree** shall be the 7th benchmark and shall be achieved by the acquisition of the required credits, undertaken in programmes offered by
- Technikons
 - Universities
- LEVEL 8:** **Doctorate or Laureatus in Technology** shall be the 8th benchmark and shall be achieved by the acquisition of the required credits undertaken in programmes offered by
- Technikons
 - Universities

ADULT BASIC AND FURTHER EDUCATION AND TRAINING

PROPOSED QUALIFICATION FRAMEWORK

	PROFESSIONAL COLLEGES	UNIVERSITIES	TECHNIKONS
Level 8		Doctorate	Laureatus
Level 7		Masters	M Dip Tech
Level 6		Honours	H Dip Tech
Level 5	Professional Diplomas	Bachelor Degrees	National Diplomas

COLLEGE SECTOR

Level 4	COLLEGE EDUCATION CERTIFICATE Pre tertiary - Transfer, Bridging & Access Courses (Para-Professional Courses Management Courses)
Level 3	FURTHER EDUCATION CERTIFICATE Adult education - equivalent to Standard 10 (Business Skills Training, Industrial Skills Training Artisan Training)
Level 2	GENERAL EDUCATION CERTIFICATE Adult Education - equivalent to Standard 7 (Basic & Entrepreneurial Skills)
Level 1	BASIC EDUCATION CERTIFICATE Adult Basic Education - equivalent to Standard 5 (Literacy, Numeracy, Functional & Life Skills)

COLLEGE LEVEL DESCRIPTORS

LEVEL 1: The acquisition of a limited range of basic skills, knowledge and understanding in highly structured and self-referenced contexts which permit the identification of progression from the learner's point of entry to the learning process. At the completion of this level **the learner should be functionally literate and numerate and able to perform basic life skills.**

This is a basic developmental level for supporting the acquisition of skills necessary for everyday living - in the home, community and at work,

Assessment should reflect and measure the progress made by the learner with particular attention given to the development of self-confidence. Right and understanding of the home, community and work environment.

LEVEL 2: The acquisition of a foundation of competencies, knowledge and understanding in a limited range of predictable and structured contexts that prepare the learner to progress to further achievements. At the completion of this level **the learner should be able to apply knowledge or skills learnt to other situations.**

Concern at this level will be on the acquisition of foundation and/or practical competence in a range of activities.

Assessment should reflect the process of learning and operated in supportive framework whilst clearly demonstrating that the assessment criteria have been met.

LEVEL 3: The acquisition of a broader range of competencies, knowledge and understanding which demonstrate the extension of previous abilities in less predictable and structured contexts and prepare the learner to progress to further achievements. At the completion of this level **the learner should be able to work independently in the acquisition of knowledge and skills.**

At this level, learning should reflect the individual's ability to understand and evaluate a chosen area of learning; the ability to work with independence and/or functional competence in practical activities which demonstrate an understanding of underlying concepts and processes.

Assessment should reflect the process of learning and operate in supportive framework whilst clearly demonstrating the learner's achievement of the assessment criteria. Assessment should also reflect the ability to work with a degree of independence.

LEVEL 4: The acquisition of a more complex range or competencies, knowledge and understanding of context which develop autonomous, analytical and critical abilities that prepare the learner to progress to further independent achievements. At the completion of this level the learner should be able to analyses, interpret, evaluate, organise and synthesise information gathered into new meanings and formats.

At this level, learners will develop the capacity to undertake the study of problems or themes by the application of effective and appropriate principles of enquiry, the ability to apply critical and evaluate skills and/or the application of independent functional competence in preliminary professional/technical activities. Study at this level may prepare for entry to higher Education or the professional training.

Assessment should reflect the process of learning and independent sustained study and/or application of skills and competencies clearly demonstrating the learner's achievement of the assessment criteria.

Emphasis on education will concentrate on building skills and knowledge that would be useful for successful performance at tertiary level. Some of the course could be transferred to institutions of higher learning.

4.4.6 Assessment and certification of Community Education:

There are two basic approaches aimed at removing assessment inequalities and providing accessible education. The first approach is to look at the locus of control and power or how assessment systems are generally structured for any kind of education. The second looks at how to balance the principle of maintaining standards with the opening of access for learners coming from disadvantaged backgrounds.

Control, Power and Organisation of Assessment Systems

There are many compelling reasons for South Africa to follow the examples of China and France in the organisation and administration of the examination system. The meaningless fragmentation of the past will require some strong guidance from the centre to pull it together in order to create a strong national system. When the centre oversees the examination process, sets guidelines and general policies, issues implicating access to resources like equity can be addressed more easily. This will help the country move towards a national pattern of organisation, provision and control.

There has been a resurgence of competing interest parties in the field of education and training and their needs will have to be co-ordinated from the centre in order not to disadvantage those with a weak voice in some regions. A centralised role in the examination system will ensure the **development of a coherent national system** and will be in line with Education Ministry thinking about a policy framework that comes from the centre and guides the entire system. However, a centre that is tightly controlled tends to inhibit, instead of enabling, in an environment that plurastic in complexion, dialect, geographical make-up and financial capacities.

The White Paper on education does not give guidelines on what the different roles of the governmental structures are going to be with regard to the assessment system. The closest implication about the examination process would be in the light of implementation and adaptation of National Policy guidelines. The French model of strong regional involvement is appealing for the South African scenario. First, with some strong guidance on general assessment policies from the centre, the regions should be in a position to run their own assessment systems, from start to finish.

Recommendation 3

The power of deciding on national policies and guiding principles for assessment should be controlled by the centre; the regions, however, to 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.

Balancing standards and opening access:

It cannot be denied that standards are important and they help a nation to achieve its goals by raising expectations and providing information so that available resources can be better targeted. In addition, national standards can play key roles in addressing three national priorities:

- * Helping to extend the opportunity for high quality education to all.
- * Strengthening the democratic institutions and values while enabling citizens to participate more effectively in the political process.
- * Enhancing the economic competitiveness by improving the national human resources, the abilities and skills of the country's workers and entrepreneurs.

It can thus be seen that any system of national standards has to be underpinned by a national assessment system that will help measure the progress towards the achievement of such national goals.

However, development and maintenance of standards come at a high social price as this becomes the means by which access to further education and opportunities is limited. **The adult education concept is about making opportunities available to those**

who otherwise are unable to get them through formal education and training routes. Because access to community education is to be distinctively different from formal education in this respect, different options to ensure that access is not blocked and at the same time not exposing learners to difficult levels they cannot cope with, have to be considered.

Accommodating for differences at entry is often associated with lowering of standards and yet widening access is not incompatible with uniformity of standards at exit. The trick is to establish a system that **pushes** individuals in at the bottom and reconciles with minimum requirements at this point, whilst **pulling** everyone to the top, thus expecting the same standards from everyone at the top. This would mean:

Recommendation 4

An assessment system should have the following features:

- * **Access routes to community education to 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 to 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 to be a process arrived at by all stakeholders in the learning process.**
- * **Criterion or evaluation to be geared toward the measurement of competencies and achievement and not to favour one form over another.**
- * **The process of certification to be separated from the selection process in order to signify acquisition of skills and knowledge. The process also to make maximum use of credit-based learning and allow learners to accumulate credits as they proceed**

4.5 Student Services:

A large number of students who will be served by South African Community Colleges have not had the exposure necessary to enable them to make wise choices. Added to this, most of them have suffered both financial and academic deprivation. **The need therefore for a well resource student services is great.**

Community Colleges would need to conduct a needs analysis to determine the profile of targeted learner/student population and their financial, academic and personal needs. Such a profile could include age, geographic location and educational levels.

There are key student support services which each college must have.

- * **Learning Resource Centres** with media/technological support services.
- * **Career Guidance and Counselling** services with qualified counsellors and advisers.
- * **Bursaries and Loans** should be made available to needy students.
- * **Academic support** to College and Distance Education Students.

Specific needs of the physically challenged should be taken into account. Community College student services should be decentralised to all satellites or Community Learning Centres.

Community College student support services should also be made accessible to students enrolled with Distance Education Institutions such as UNISA, Technikon SA, Distance Education Colleges etc. In this regard, close working relationships and co-operation between the Community College and distance education Institutions will be necessary.

a) **Institutional Support**

The College Council Secretariat would establish a network of support systems for distance learners. Each Community College, Technical college, Regional training Centre, or Private College in a particular region would be approached to make its physical facilities available to distance education students, whether for higher, further, general, or adult basic education and training. Each college would help to establish a community learning centre in its region. All distance education colleges would inform their students of these open learning opportunities. The Learning Centres would be established according to student demand and availability of premises.

b) **Co-ordination**

The College Council Secretariat will co-ordinate these activities in its region. The staff of these colleges would liaise with distance education college staff and adult educators and trainers to provide open learning opportunities for these students.

c) **Resource utilization**

The open learning opportunities would typically be made available outside normal college hours - afternoon, evenings, and weekends - and would try to meet the needs of open learning through providing:

- * physical facilities for learning,
- * resources such as laboratories, workshops and libraries,
- * tutors, and
- * liaison between learners and tutors, learners and distance education colleges, and learners and examination centres.

Such opportunities for open learning could be on a one-to-one basis (learner-to-tutor) to begin with, but in time the learning could be developed by organising groups of like-minded students meeting with a tutor for discussions, lectures, videos, and other forms of open learning. Emphasis would be placed on the needs of the learners themselves and not on formal traditional methods of teaching.

d) **Counselling**

The College Council Secretariat would co-ordinate the provision of guidance, counselling, and placement services for students at CLCs and Colleges. This can be done inter alia by outsourcing to existing providers.

e) **Funding**

Payment for administrators and tutors could come from the relevant Ministry funds, from the college or training centre funds, from the distance education college funds, from the students themselves, or from donor sources. Ideally such costs could be shared as an important contribution to the reconstruction and development of education and training in South Africa.

4.6 Human Resource Development:

Debates on the community college concept have clearly indicated that the various components of programmes offered by Community Colleges in other countries such as the United States, Canada and the United Kingdom are in fact offered by different providers in South Africa. What has been the draw back in South Africa has been the fragmentation of these initiatives and lack of appropriate accreditation of both the institutions and programmes. Based on this argument, it is obvious that South African Community Colleges would need to have:

- * Core full time faculty (+/- 60%)
- * Part-time faculty and Contracts with NGOs providers (40%)

South Africa has recently been retrenching thousands of teachers while others remain unemployed. With appropriate orientation and in-service training these teachers could provide a useful service to millions of adults who are functionally illiterate and millions of out-of-schooling youth who cannot find places in schools.

Part-time faculty could be drawn from Commerce and Industry and from Higher Education Institutions. This relationship could also strengthen linkages between the Community college, Higher Education and Industry.

More than 54 000 NGOs scattered all over South Africa have accumulated valuable experience and expertise over years. The NGOs could be contracted by the Community College to offer relevant programmes to Community College students on site or at other sites or venues. (CLCs)

4.7 Financing:

In the past, Colleges have been funded as part of the school system. NICE distinguishes between three distinct but related sectors in South African education. Any attempt to use the same formula for funding these three sectors is likely to be problematic. NICE therefore proposes that budget allocations should be made for the three sectors separately.

* **The School Sector:**

* **The College Sector:**

* **The Higher Education Sector:**

Community Colleges should be funded as part of the College Sector funding in South Africa. Funding for Community Colleges should come from Government, the Private Sector and communities themselves. Two thirds (2/3) of Community College funding should come from the Government and one third (1/3) from student fees and private funding. Bursary and Loan fund should be made available for the Community College students.

The funding components for the Community College should include:

- a) Staffing requirements
- b) Student Services
- c) Academic Support
- d) Administration (including consumables)
- e) Marketing and public relations
- f) Building Programmes
- g) Maintenance
- h) Staff Development
- i) Media Resources
- j) Furniture and equipment

To determine the exact financial implications will require much calculation by a specialised team of people, but we can certainly point out a few important guidelines, ideas that should be investigated.

In the long run a viable college sector can be established only through regular government budgetary allocations for the work of the sector. In the short run, however, budgetary constraints make such allocations not immediately feasible. Therefore, NICE proposes the following strategies to raise funds for **the new programmes needed** so that government may implement the educational policy outlined in the latest white paper.

b) Priority Areas

As an interim proposal, the area of ABET is the area that needs the most immediate funding, thus a very focused appeal for ABET funding, in the short-term, needs to be emphasised. Existing government funding ought to be maintained in existing college sector institutions where it is effectively utilised, 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.

c) Sources of Funding

There are five possible sources of funding for the college sector and community education: (i) fundraising from local and international donors (ii) fundraising events or campaigns (iii) existing government allocations (iv) user and/or community contributions (v) employer contributions.

(i) Local and International donors

Many providers of adult basic & further education, particularly those from SACABET, CCASA and have long experience in raising money from donor organisations. At present most donors only want to fund two types of projects: those which are government operated or those for which government has expressed full support. The programmes suggested in this report should eventually gain the full support of government. Donors are aware that there is little money available from the government for programmes like ABET in the short run. However, if provider institutions and organisations form effective partnership (such as the College Sector Coalition) for the delivery of programmes, chances of accessing donors funding would be increased.

(ii) Fundraising Events or Campaigns

A large scale publicity campaign, particularly around the issue of literacy, could prompt contributions on a considerable scale. Such a campaign, if backed by the Ministry and taken up at the local level in each institution which is represented by the Coalition, could yield a significant quantity of funds.

Such a campaign would need to be supported by media exposure. A large number of tactics could be employed in such a campaign. These could include collections on a 'National Literacy Day', Fundraising Concerts held at Coalition members' premises, and the selling of promotional items such as T-shirts and badges.

In addition, member institutions of the Coalition could be encouraged to take up their own initiatives to raise funds for such a drive on a small scale - even at the level of individual contributions from staff and students.

(iii) Existing Government Allocations

While it has been noted that little is available for new programmes in present budgets, there is the possibility of redirecting current allocations into more relevant new programmes. In particular, this would mean the Ministry working jointly with members of the College Sector Coalition on restructuring course offerings to fall more closely in line with government priorities.

Following this approach members of the College Sector Coalition who are currently recipients of government funding would need to look at way in which their programmes could be altered for 1996 and 1997 in order to conform to provincial and national needs. Three components of the College Sector Coalition are ideally suited for this exercise: Adult Education Centres (many of whom belong to the Community College Association of South Africa), Technical Colleges, and Regional Training Centres.

The second source of accessing government allocations would be through the RDP. RDP funding could best be accessed through line Ministries of Provincial levels.

(iv) User and/or Community Contributions

Many coalition members, particularly Private Colleges and Distance Colleges, have considerable experience in mobilizing user fees to cover delivery costs. However, the general target groups of the new programmes mentioned in this report will be the disadvantaged sectors of the population who cannot afford to pay fees set at or above full cost recovery levels.

Nonetheless, coalition members will make every effort to set up 'affordable fees', which will have to be set through a consultation process which would involve learners and/or their representatives.

Furthermore, in situations where structures like Community Development Trusts are in place, coalition members will attempt to negotiate with such structures in order to access funds which have been raised for education purposes for the community at large.

(v) Employer Contributions

A number of coalition members have experience in working closely with industry, in particular, the Technical Colleges and Regional Training Centres. Other coalition members have experience in working with trade unions, in particular CCASA, AETASA and SACABET. This combination could prove useful in two ways. First of all, college sector coalition members could become agents of delivery for worker education which is negotiated through labour negotiations. This could be especially feasible in the area of worker's ABET.

Second, the members of the coalition could play an active role in promoting ABET at the workplace. Through ties with their historical partners coalition members could facilitate the setting up of ABET programmes which are workplace based and funded by employers as part of benefits and corporate contributions to the RDP. Intervention by the sector members with ties to the trade unions could ensure that workers' needs are met in terms of educational content and methodology and that workers do avail themselves of services that are rendered.

4.8 Interim Plan

Whereas some recommendations contained in this report will continue to be debated, NICE recognises the impatience of adults, workers and out-of-school youth who continue to be deprived of education and training opportunities. In order for their needs to be addressed while the debate continues, **NICE recommends that the Interim Implementation Plan proposed by the College Sector Coalition be adopted by both the National and Provincial Ministries of Education.** It is suggested that all the preparatory work should be completed by November 1995 so that the partnership delivery of programmes could commence in February 1996.

The College Sector Coalition

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

The Coalition consists of:

- i) the Community College Association of SA (CCASA) (30 Colleges)
- ii) the Committee of Technical College Principals (CTCP) (136 Colleges)
- iii) the Association of Regional Training Centres (ARTC) (15 Centres)
- iv) the Adult Education and Trainers Association of SA (AETASA)
- v) the Association of Distance Education Colleges (ADEC) (15 Colleges)
- vi) the Association of Private Colleges of SA (APCSA) (47 Colleges + 50 associate members)
- vii) the SA Committee for ABET (SACABET) (Organs of civil society)

At its meeting on 8 February 1995 with the National Ministry of Education, the College Sector Coalition offered to present an interim plan of implementation for college sector education and training until such time as the Further Education Commission and Council are functional. This offer was accepted by the Ministry, and a request was made for a more detailed plan of action to be presented to the March meeting of the Provincial Heads of Education (HEDCOM).

The foremost challenge is to achieve educational redress and the harnessing of youth and adults as a crucial human resource for the country's growth and normalisation. This will have to take place in an environment of high levels of adult and youth illiteracy, lack of employment options and mobility, lack of access into educational and training opportunities - especially at higher levels - and general underdevelopment of hitherto disadvantaged communities.

The Interim plan provides an institutional framework for national co-ordination and provincial implementation of college sector programmes and activities.

In order to facilitate the implementation and co-ordination of college sector programmes, it is proposed that a proclamation be issued enabling the college sector to proceed with this interim plan.

It is proposed that there should be in the long term a College Sector Act similar to the University and Technikon Acts. The College Sector Act would give the colleges the same kind of status and autonomy as the Universities and Technikons have through their respective Acts.

4.9 CONCLUSION:

The establishment of Community Colleges and Community Learning Centres is probably going to be the most radical change to be introduced in education during 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 these centres. Since the idea is to bring education closer to people, assessment and certification policies should also reflect this philosophy. However, while the central government ought to have overall deciding powers on the principles and practices adhered to in these institutions, government should also give a hand in helping with the accreditation of institutions and courses offered. The accreditation of community education programmes needs urgent attention. A number of institutions are ready to provide properly accredited programmes. Legislation on articulation between formal and adult programmes needs to be given immediate attention by the Government of National Unity at National and Provincial levels. It is anticipated that the legislation on the National Qualification Framework will begin to address some of these issues.

APPENDIX A

NICE UPDATE

A FRAMEWORK FOR THE PROVISION OF ADULT BASIC AND FURTHER EDUCATION

NICE UPDATE

1. Problem (Pre 1991)

No coherent framework for the provision and accreditation of education and training programmes for adults, workers and out-of-school youth exists. Provision is characterised by fragmentation, poor quality and no career path for educators and trainers.

2. Pre Investigation (1991-1992)

A National Workshop on Community Colleges was held in Durban on 23 May 1991. More than 200 bilateral discussions were held between the Education Foundation and selected Business structures, NGO structures, Government structures and Community based structures during 1991 and 1992. A Community College feasibility study was undertaken in the then Natal and Transvaal Provinces in 1992. A National Consultative Meeting on Community Colleges was held in Johannesburg on 27 October 1992 where it was resolved that a national investigation be undertaken..

3. Investigation (1993-1994)

A multi-stakeholder National Investigation into Community Education (NICE) was undertaken by six Working Groups under the direction of the **National Steering Committee** during 1993 and 1994. A discussion document "A Framework for the Provision of Adult Basic and Further Education" which came out of this investigation was discussed at a Workshop in August 1994.

4. Policy (1994-1995)

Main proposals of the NICE discussion document were discussed with Provincial Ministries of Education. A 24 person delegation consisting of representatives of Provincial Ministries, Committee of Technical College Principals (CTCP), South African Committee for Adult Basic Education and Training (SACABET), Adult Educators and Trainers Association of South Africa (AETASA), Association of Regional Training Centres (ARTC) and Community Colleges Association of South Africa (CCASA) visited American Community Colleges during November/December 1994. **Provincial Ministries** convened Workshops on Community Colleges during the period February to May 1995 in order to inform provincial policy direction in this regard. The **National Ministry of Education** has accepted to convene a National Conference on Community Education on 6 & 7 July 1995 in order to inform National Policy directions in this regard.

5. Implementation (1996-1997)

In preparation for the delivery of adult basic education and training, further education and training and pre-tertiary education and training programmes a wide range of providers agreed to form a

partnership. This partnership, the **College Sector Coalition** which is co-ordinated by NICE consists of the following associations:

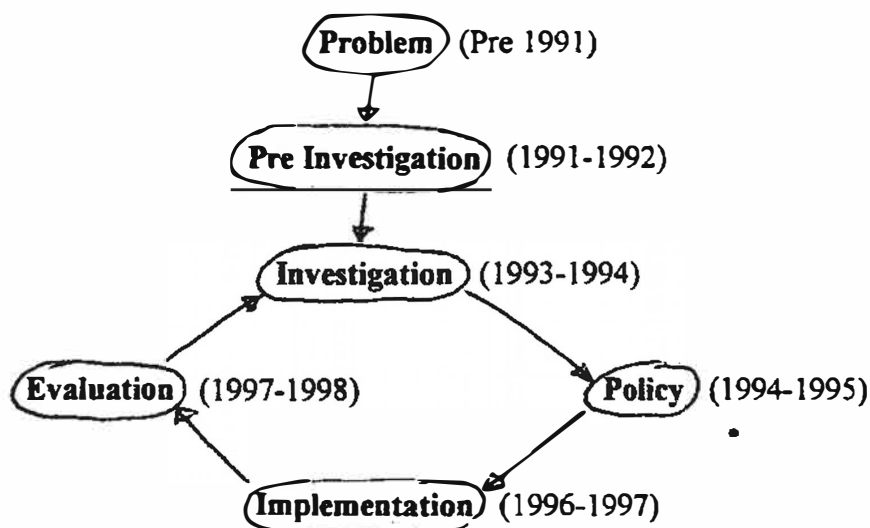
- Committee of Technical College Principals (CTCP) - 136 Colleges
- Community Colleges Association of SA (CCASA) - 27 Colleges + 11 associate members
- Association of Distance Education Colleges (ADEC) - 15 Colleges
- Association of Private Colleges of SA (APCSA) - 47 Colleges + 50 associate members
- Association of Regional Training Centres (ARTC) - 15 Centres
- Adult Educators and Trainers Association of SA (AETASA) - 6 Provincial Forums + 5 National Organisations)
- SA Committee of Adult Basic Education and Training (SACABET) - Organs of civil society

The College Sector Coalition has developed and presented an Interim Implementation Plan to HEDCOM while Provincial and National policy positions in respect of Adult Basic Education and Training, Further Education and Training and Pre-tertiary Education and Training Programmes are being debated, the proposed Interim Plan will serve as a framework for delivery. An Ad Hoc Advisory Committee is being set up by the National Ministry of Education to consider this Interim Plan.

6. Evaluation (1997-1998)

During 1997 and 1998, an **Independent Team of Evaluators** commissioned by NICE will assess progress made by the Provincial and National Ministries on policy provision in respect of Adult Basic and Further Education as well as the Interim Implementation Plan of the College Sector Coalition. Expertise of the members of the Steering Committee will again be vital during the evaluation phase. Gaps identified or areas needing further investigation will be a subject of further research or investigation.

7. Summary



APPENDIX B

INTERIM IMPLEMENTATION PLAN

SUBMISSION TO HEADS OF PROVINCIAL HEADS OF EDUCATION (HEDCOM)
FROM THE COLLEGE SECTOR COALITION FOR DISCUSSION
AT MEETING OF 20 MARCH 1995

INTRODUCTION

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

The Coalition consists of :

- (i) the Community College Association of SA (CCASA) (30 Colleges)
- (ii) the Committee of Technical College Principals (CTCP) (136 Colleges)
- (iii) the Association of Regional Training Centres (ARTC) (15 Centres)
- (iv) the Adult Education and Trainers Association of S.A. (AETSA)
- (v) the Association of Distance Education Colleges (ADEC) (15 Colleges)
- (vi) the Association of Private Colleges of SA (APCSA) (47 colleges + 50 associate members)
- (vii) the SA Committee for ABET (SACABET) (Organs of civil society)

At its meeting on 8 February 1995 with the National Ministry of Education, the College Sector Coalition offered to present an interim plan of implementation for college sector education and training until such time as the Further Education Commission and Council are functional. This offer was accepted by the Ministry, and a request was made for a more detailed plan of action to be presented to the March meeting of the Provincial Heads of Education (HEDCOM).

The foremost challenge is to achieve educational redress and the harnessing of youth and adults as a crucial human resource for the country's growth and normalisation. This will have to take place in an environment of high levels of adult and youth illiteracy, lack of employment options and mobility, lack of access into educational and training opportunities - especially at higher levels - and general underdevelopment of hitherto disadvantaged communities.

The following outline is an attempt to develop an institutional framework and a conceptual interim plan for national coordination and provincial implementation of college sector programmes and activities.

TOWARDS AN INTERIM PLAN

The proposed interim plan for delivery takes the following into consideration :

- * Legal status
- * Vision and mission
- * Aims and objectives
- * Principles
- * Capacity and culture change
- * Governance

- * Management
- * Delivery models and strategy
- * Student support systems
- * Curriculum development and quality assurance
- * Finances

1. Legal status

In order to facilitate the implementation and co-ordination of college sector programmes it is proposed that a proclamation be issued enabling the college sector to proceed with this interim plan.

It is proposed that there should be in the long term a College Sector Act similar to the University and Technikon Acts. The College Sector Act would give the colleges the same kind of status and autonomy as the Universities and Technikons have through their respective Acts.

2. Vision and Mission

The broad vision and mission are as follows :

The proposed vision of the College Sector is that of a qualitative and coherent national sub-system of education and training provider offering lifelong education services for economic, social and technological reconstruction through maximising and synergising a wide range of colleges, community-based education providers, and specialised vocational institutes.

The proposed mission of the Coalition 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 an institutional framework for colleges and community-based and specialised institutions providing adult basic through to higher education and training.

Through strategic partnerships, the Coalition endeavours to realise an integrated approach towards education and training through strategies of enhancing effective articulation among various member providers, local communities, higher education, and employer sectors.

3. Aims and objectives

The proposed aims and objectives of the College Sector are :

1. to contribute towards sustainable economic growth by providing focused and transferable human resource skills to youth and adults;
2. to rebuild social and civic capacity of communities through education for leadership and democracy;
3. to develop advocacy for policies aimed at the restructuring and coherence of public, community and private colleges;
4. to foster and build provincial and national partnerships for reconstruction and development with public sector, private sector, and community stakeholder groups;
5. to develop effective co-ordination of the college sector through provincial and national structures in curriculum development, standard setting, formulation of adult prior learning assessment strategies, and sector evaluation;
6. to co-ordinate inter-college resource sharing articulation, and learner support strategies (counselling, placement etc.), and
7. to network and build cooperation with continental and international colleges and college associations with similar interests.

4. Principles

To ensure the effective implementation of the above mission, the following principles are proposed :

1. Open Access : In the spirit of redress and lifelong learning, access concepts and mechanisms are vital. These should be in the form of :
 - * building on adult prior learning,
 - * modular-based credit accumulation which allows self-paced multi-entry and multi-exit approaches,
 - * neighbourhood-based accessible learning centres,
 - * relevant adult learning methodologies, and
 - * affordable fees through subsidy and bursary concepts.

2. Equity : The provision of learning opportunities to all, with concomitant student support, resources, and compensatory learning.
3. Quality and Relevance : In keeping with national development outcomes and socio-economic needs, education and training opportunities must be aligned with progressive international trends and produce a competitive human resource base in terms of transferable skills and culture.
4. Sustainability : Based on the need for transferable skills and regenerative capacities in all communities, especially in disadvantaged communities, college education and training must be people-driven and ensure self-reliance.
5. Accountability and transparency : The activities of the College Sector must abide by accepted principles of accountability and transparency.

5. Capacity and culture change

To build the required organisation culture and human resource base, the College Sector will :

1. undertake staff cultural re-orientation and sector alignment in relation to stakeholders, target groups, co-operation, resource sharing, etc.;
2. contribute towards a national HR model for educators, administrators, and support services, with emphasis on grading, HR accreditation needs, and college sector needs;
3. co-ordinate seminars/workshops and exchange programmes for building appropriate and internationally competitive skills levels; and
4. develop a comprehensive and appropriate human resource system for grading, evaluation and compensation.

6. Governance

A four-tier Governance structure is proposed. It is proposed that stakeholders should be drawn from colleges, learners, staff, NGO/CBOs, Government, higher education, the business sector, and the labour movement. Governance is proposed to be structured with representatives from the following groups :

- NATIONAL COLLEGE COUNCIL :
- Higher Education,
 - Each Association in the College Sector Coalition,
 - National Staff Associations,
 - Learner Associations,
 - Business Associations,
 - Organised Labour, and
 - Government.
- PROVINCIAL COLLEGE COUNCIL :
- Higher Education,
 - Each Association in the College Sector Coalition,
 - Provincial NGOs/CBOs
 - Provincial Business Associations,
 - Provincial Labour Organisations,
 - Provincial Staff Associations,
 - Provincial Learner Associations,
 - Provincial Ministry of Education.
- REGIONAL COLLEGE COUNCIL :
- Colleges
 - Staff Associations
 - Learner Associations
 - CBOs/NGOs
 - Business
 - Labour
- INSTITUTIONAL GOVERNANCE :
- The governance of public and private institutions will differ.

The Secretariat will be ex officio on each Council, where appropriate.

7. Management

The management of the Sector is proposed to operate at two levels - national (for sector coordination) and provincial (for direct development and capacity building) :

- NATIONAL SECRETARIAT :
- HR and systems development
 - Curriculum development
 - NSBs
 - Research and information coordination
 - Funding policy and strategy
 - National lobby and advocacy
 - Sector evaluation

- PROVINCIAL SECRETARIAT :
- HR and organisational development
 - ETQAs
 - Research and information services
 - Provincial lobby and advocacy
 - Private and public sector partnerships
 - Sector evaluation (specific)

The management of the Sector will be co-ordinated by a Secretariat. Such a secretariat would most likely operate at a national level but would need regional offices and/or representatives in provinces where the Provincial College Council would implement programmes.

The Secretariat would co-ordinate fundraising, distribution of funding to Colleges, reporting on the expenditure of money by Colleges, and informing Colleges of the opportunities available for participating in the delivery of ABET Programmes.

This Secretariat would work closely with the Ministry of Education in order to ensure that National College Council programmes were 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 National College Council to ensure that whoever occupies the Secretariat must be fully conversant with the programmes and goals of the Council and the College Sector.

8. Delivery models and strategy

Programme delivery is proposed to take the form of collaborative partnerships among sector members and other providers and beneficiary institutions in each province. Focus will be on :

- * maximising current institutional resources through effective coordination of Community Learning Centre concepts,
- * the expansion of distance learning strategies, and
- * expanding media-supported learning through the creation of appropriate media centres and partnerships between media and distance learning organisations.

Proposed delivery models include :

1. Comprehensive single institutions

Under one roof

2. Comprehensive homogeneous network

CBOs or Technical Colleges or Teachers Colleges or Teachers Education Colleges etc. forming a college delivery network.

3. Comprehensive heterogeneous network

Any of the above co-operating with a mixture of similar colleges to broaden their mission and create a local network.

9. Student support systems

The following distance learning strategies are proposed :

1. Institutional Support

The College Sector Coalition would establish a network of support systems for distance learners. Each Community College, Technical College, Regional Training Centre, or Private College in a particular region would be approached to make its physical facilities available to distance education students, whether for higher, further, general, or adult basic education and training. Each college would help to establish a community learning centre in its region. All distance education colleges would inform their students of these open learning opportunities. The Learning Centres would be established according to student demand and availability of premises.

2. Co-ordination

The Regional College Council will co-ordinate these activities in its region. The staff of these colleges would liaise with distance education college staff and adult educators and trainers to provide open learning opportunities for these students.

3. Resource utilization

The open learning opportunities would typically be made available outside normal college hours - afternoons, evenings, and weekends - and would try to meet the needs of open learning through providing

- physical facilities for learning,
- resources such as laboratories, workshops, and libraries,
- tutors, and
- liaison between learners and tutors, learners and distance education colleges, and learners and examination centres.

Such opportunities for open learning could be on a one-to-one basis (learner-to-tutor) to begin with, but in time the learning could be developed by organising groups of like-minded students meeting with a tutor for discussions, lectures, videos, and other forms of open learning. Emphasis would be placed on the needs of the learners themselves and not on formal traditional methods of teaching.

4. Counselling

The College Sector would co-ordinate the provision of guidance, counselling, and placement services for students at CLCs and colleges. This can be done inter alia by outsourcing to existing providers.

5. Funding

Payment for administrators and tutors could come from the relevant Ministry funds, from the college or training centre funds, from the distance education college funds, from the students themselves, or from donor sources. Ideally such costs could be shared as an important contribution to the reconstruction and development of education and training in South Africa.

10. Curriculum Development and Quality Assurance

In keeping with the provisions of the National Qualifications Framework, the College Sector Coalition will facilitate a process of standard setting for a range of programmes already offered by its members. This process will afford the Coalition an opportunity to review existing programmes taking into consideration the priorities of the RDP. The purpose will be to improve and develop new programmes or learning units where gaps exist. The College Sector will invite other stakeholders including Business and Labour to participate in the process of standard setting. Agreed standards will be submitted to the South African Qualifications Authority for registration after which they will become public property and any accredited provider will be free to implement them.

The College Sector Coalition will seek registration as an Education and Training Qualifications Authority (ETQA) in order to assist its members in providing quality programmes capable of meeting standards registered with SAQA.

The College Sector Coalition will contribute to the work of both the National and Provincial Institutes for Curriculum Development (NICD or PICD) in order to ensure curriculum relevance to the education and training needs of communities served by the Coalition membership.

The College Sector Coalition proposes that it should be part of all existing curriculum development structures as they affect the College Sector Coalition. This is in accordance with Point 5 of the minutes of our discussions with the Ministry on 8 February.

11. Financial Planning for the College Sector

1. Background

In the long run a viable college sector can be established only through regular government budgetary allocations for the work of the sector. In the short run, however, budgetary constraints make such allocations not immediately feasible. Therefore, the College Sector Coalition proposes the following strategies to raise funds for the new programmes needed so that government may implement the educational policy outlined in the latest white paper.

2. Priority Areas

As an interim proposal, the area of ABET is the area that needs the most immediate funding, thus a very focused appeal for ABET funding, in the short-term, needs to be emphasised. Questions need to be asked about where money is being spent, e.g. Centres for Continuing Education, where nice-to-have programmes ought to be revisited to apply the funding to more urgent education needs, such as ABET. Existing government funding ought to be maintained in existing college sector institutions where it is effectively utilised, 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.

3. Sources of Funding

There are five possible sources of funding for the college sector: (i) fundraising from local and international donors (ii) fundraising events or campaigns (iii) existing government allocations (iv) user and/or community contributions (v) employer contributions.

(i) Local and International Donors

Many members of the coalition, particularly those from SACABET and CCASA have long experience in raising money from donor organisations.

At present most donors only want to fund two types of projects: those which are government operated or those for which government has expressed full support. The programmes of the College Sector Coalition should eventually gain the full support of government. Donors are aware that there is little money available from the government for programmes like ABET in the short run. However, if members of the Coalition prepare a proposal or a number of proposals which are fully supported by the Ministry of Education, fundraising will become a much simpler task.

Therefore, the College Sector Coalition would forward a number of proposals to the Ministry for approval. For those projects which the Ministry approves, the Coalition would suggest the preparation of a letter on a Ministry letterhead which can be distributed to donors with the proposal. If a large scale proposal is submitted, the Coalition may also ask the Ministry to join us in meetings with prospective donors.

(ii) Fundraising Events or Campaigns

A large scale publicity campaign, particularly around the issue of literacy, could prompt contributions on a considerable scale. Such a campaign, if backed by the Ministry and taken up at the local level in each institution which is represented by the Coalition, could yield a significant quantity of funds. Such a campaign would need to be supported by media exposure. A large number of tactics could be employed in such a campaign. These could include collections on a 'National Literacy Day', Fundraising Concerts held at Coalition members' premises, and the selling of promotional items such as T-shirts and badges.

In addition, member institutions of the Coalition could be encouraged to take up their own initiatives to raise funds for such a drive on a small scale - even at the level of individual contributions from staff and students.

(iii) Existing Government Allocations

While it has been noted that little is available for new programmes in present budgets, there is the possibility of re-directing current allocations into more relevant new programmes. In particular, this would mean the Ministry working jointly with members of the College Sector Coalition on restructuring course offerings to fall more closely in line with government priorities.

Following this approach members of the College Sector Coalition who are currently recipients of government funding would need to look at ways in which their programmes could be altered for 1996 and 1997 in order to conform to provincial and national needs. Three components of the College Sector Coalition are ideally suited for this exercise: Adult Education Centres (many of whom belong to the Community College Association of South Africa), Technical Colleges, and Regional Training Centres.

The second source of accessing government allocations would be through the RDP. Such a move would have to be facilitated by the Ministry with a broad proposal from the coalition being forwarded to the RDP Ministry for consideration.

(iv) User and/or Community Contributions

Many coalition members, particularly Private Colleges and Distance Colleges, have considerable experience in mobilizing user fees to cover delivery costs. However, the general target groups of the new programmes envisaged by the coalition will be the disadvantaged sectors of the population who cannot afford to pay fees set at or above full cost recovery levels.

Nonetheless, coalition members will make every effort to set up 'affordable fees', which will have to be set through a consultation process which would involve learners and/or their representatives.

Furthermore, in situations where structures like Community Development Trusts are in place, coalition members will attempt to negotiate with such structures in order to access funds which have been raised for education purposes for the community at large.

(v) Employer Contributions

A number of coalition members have experience in working closely with industry, in particular, the Technical Colleges and Regional Training Centres. Other coalition members have experience in working with trade unions, in particular CCASA and SACABET. This combination could prove useful in two ways. First of all, college sector coalition members could become agents of delivery for worker education which is negotiated through labour negotiations. This could be especially feasible in the area of workers' ABET.

Second, the members of the coalition could play an active role in promoting ABET at the workplace. Through ties with their historical partners coalition members could facilitate the setting up of ABET programmes which are workplace based and funded by employers as part of benefits and corporate contributions to the RDP. Intervention by the sector members with ties to the trade unions could ensure that workers' needs are met in terms of educational content and methodology and that workers do avail themselves of services that are rendered.

4. Administration mechanism

The secretariat would be staffed by people seconded to their posts on a contract basis. Their salary would be paid for by the Ministry of Education but they would be accountable to the National College Council.

12. Conclusion

The College Sector Coalition will continue to invite other college types, e.g. Colleges of Education, Colleges of Nursing, Colleges of Agriculture, Colleges of Police, etc. 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.