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& training

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Department of Higher Education and Training

**REPORT OF THE TASK TEAM ON COMMUNITY
EDUCATION AND TRAINING CENTRES**

October 2012

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Acronyms and abbreviations

ABET	Adult Basic Education and Training
AET	Adult Education and Training
CETC	Community Education and Training Centre
CHET	Centre for Higher Education Transformation
CLC	Community Learning Centre
DBE	Department of Basic Education
DHET	Department of Higher Education and Training
DSD	Department of Social Development
EPWP	Expanded Public Works Programme
FETI	Further Education and Training Institute
FET	Further Education and Training
FTE	Full-time equivalent
GET	General Education and Training
GETC	General Education and Training Certificate
NASCA	National Senior Certificate for Adults
NCV	National Certificate (Vocational)
NDP	National Development Plan
NEDLAC	National Economic Development and Labour Council
NEET	Not in employment or education and training
NEPI	National Education Policy Initiative
NGO	Non-governmental organization
NPC	National Planning Commission
NPO	Not for profit organization
NQF	National Qualifications Framework
NSC	National Senior Certificate
NSDS	National Skills Development Strategy
PALC	Public Adult Learning Centre
QCTO	Quality Council for Trades and Occupations
RPL	Recognition of prior learning
SAQA	South African Qualifications Authority
SETA	Sector Education and Training Authority

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EXECUTIVE SUMMARY: OVERVIEW OF PROPOSALS

Introduction

1. The Task Team on Community Education and Training Centres was established to investigate and make recommendations on an institutional model of community education and training centres that is unique and addresses the learning needs of adults and out-of-school youth.
2. In pursuance of its mandate, the Task Team conducted research using local and global experiences of community education and other institutions and programmes aimed at youths and adults, in the form of national and international literature reviews and community research (Annexures B-D). The Task Team also received submissions from and engaged with a range of institutions, individuals and programmes. These submissions took the form of presentations by representatives and individuals at meetings of the Task Team, meetings with such representatives on a one-on-one basis or participating in workshops and meetings where matters relevant to the Task Team brief were discussed.
3. The international literature review (Section 2) highlights the importance of a focus on adult and youth education, moving beyond adult education as literacy towards a broader lifelong learning paradigm. It notes that societies and their economies – developing and developed alike – increasingly demand higher levels of skills, and greater adaptability from young and old.
4. The South African literature review (Section 2) zooms in on the policy framework and the existing institutions that should provide for the learning needs of youths and adults – from the literacy campaigns, the institutionalization of ABET in the NQF and through the PALCs, the introduction of the new skills regime and the transformation of higher education and further education institutions. There have been important changes over the past eighteen years in this landscape. It identifies five main institutional types – PALCs, FET colleges, community learning centres, community colleges – that currently respond to the learning needs for a section of adults and youths. However, as the Green Paper for post-school education and training notes, the system continues to reproduce inequalities and there remain challenges regarding a lack of articulation and access.
5. The community research (Section 3) explores the rich traditions of the popular and community education sectors, and the contribution that can be made, at both conceptual and implementation level to youth and adult education. In addition, its summary on the views of potential target groups as well as adult and youth education practitioners, and the recommendations flowing from this, influenced the final proposals of the Task Team.

6. The report in Sections 1 and 4 analyses and disaggregates the main target groups in community education and training, and their learning needs.

Vision for adult and youth education

7. The community education and training approach to adult and youth learning and education internationally, seeks to facilitate a cycle of lifelong learning in communities and offers routes to enable the development of skills, (including literacy, numeracy and vocational) to enhance personal, social, family and employment opportunities. It further seeks to assist community organisations and institutions, local government, individuals and local business to work together to develop and enhance their communities, by building on existing knowledge and skills.
8. South Africa should seek to build and expand the education and training system to provide more opportunities for adults and young people, in the context of
 - a sound basic education system that provides foundational competencies and skills and
 - expanding lifelong and second-chance learning opportunities for young people and adults in different settings, in institutions, communities and workplaces.
9. More specifically, the vision over the next two decades should aim to:
 - eliminate adult illiteracy
 - provide second-chance opportunities to young people and adults who did not complete secondary school and
 - provide flexible, lifelong and continuing education and training opportunities to adults and young people (Aitchison, 2012:14).
10. The Task Team is in full support of the massive expansion of post-school education opportunities for adults and youths envisaged in the Post-school Green Paper and in the National Development Plan for 2030. The Task Team proposals are aimed at an institutional trajectory that will make it possible to reach the target of education and training provision for 1 million learners in community education and training centres by 2030.

A distinct and unique adult and youth education institutional model?

11. The needs of adults and youths are diverse, whether disaggregated by age or learning requirements. The Task Team sees these needs being met through a network of post-school programmes and institutions that are diverse, yet linked.
12. Such a network of institutions and programmes should have an integrated core curriculum that includes communication and numeracy, enabling youth and adults to function in changing communities, a changing society, world and labour markets, combining formal learning opportunities,

vocational and occupational electives, and non-formal and popular education programmes.

COMMUNITY LEARNING CENTRE/COMMUNITY COLLEGEINSTITUTIONAL MODEL

13. The substance of the model is as follows

- a multi-tier institutional (and qualifications) framework that provides multiple access and progression opportunities to adults and youths
- a post-school sector that comprises of three main institutional types:
 - o Universities/HEIs
 - o Colleges(vocational, single-purpose and Community Colleges)
 - o Community Learning Centres.
- a distinct mission for each institution type, but within each type, building a large degree of differentiation
- expansion and diversification of distance and e-learning opportunities in the post-school sector
- expansion of the broad post-school sector over the next two decades to double its size, in line with the White Paper and National Planning Commission proposals.

Recommended option: Community Learning Centres as part of a two-tier post-school sector

Higher Education Sector (NQF L 4-6)

**Colleges Sector (NQF L 4-5)which
hosts Community Learning Centres
(NQF L 1-3)**

COMMUNITY COLLEGES AND COMMUNITY LEARNING CENTRES

14. The Task Team proposes Community Learning Centres, as satellites of Community Colleges which address the needs of adults and young people for literacy and first and second basic and secondary education, vocational and occupational programmes. They will also provide access to and facilitate various non-formal education programmes.
15. The focus on 'community' in the Community Learning Centre (CLC) and Community Colleges is as much a matter of location (easy access for youths and adults), as it is a matter of orientation, locating this sphere of

adult and youth education in communities, with strong links to communities in their varied forms, to NGOs and CBOs, to local government and the local economy and labour markets. 'Community' is taken to mean being located within and contributing to local needs and local development, building social agency and social cohesion.

16. The model of Community Learning Centres and Community Colleges should build on the experiences of the PALCs and the various community and other learning institutional types explored in Table 4 above. The Task Team proposes the following minimum criteria for a CLC
- minimum suite of programme offerings (formal and non-formal, literacy, vocational and first and second chance secondary education) aimed at youths and adults
 - basic facilities including classroom infrastructure appropriate for adults and youths, administrative facilities, small library, reading rooms and computer facilities
 - vore full-time staff complement, both educators and administrators
 - minimum number of learners

Table 6: Proposed institutional model for adult and youth education

NQF	Institution	Mission	Programme offerings (formal and non-formal)
L 6-8	Universities and Universities of Technology	Development of professional and high calibre skills as well as research	Diplomas, certificates, degrees and post-graduate degrees
L 4-5	Differentiated colleges sector , including vocational and technology colleges, community colleges and single purpose colleges	Development of middle level vocational and artisan skills; Bridging programmes for University of Technology degrees	NCV and NASCA, vocational and occupational programmes at levels 4-5 (more level 5) and the vocational education orientation programme Para-professionals, learnerships, artisan and apprenticeships, non-formal and popular education. University bridging courses; Certificate and diplomas in area of specialization of single purpose colleges, e.g. teaching or nursing, etc
	SA Institute for Vocational and Continuing Education	Development of the differentiated colleges sector	
L 1-4	Community Learning Centres, as satellites of Community Colleges	Adult basic education and GETC linked to vocational skills, NASCA and NSC Institutional support to Kha Ri Gude network programmes at	Literacy and ABET to NQF level 1 and GETC Kha Ri Gude learning network programmes: literacy and public education NSC and NASCA Vocational education orientation programme

NQF	Institution	Mission	Programme offerings (formal and non-formal)
		local levels	Vocational and occupational courses Community and non-formal education
	Adult and Youth Community Learning and Popular Education Institute	Establishment and development of the Community Learning Centres institutional network Curriculum and materials development, and development of literacy, community learning, popular and public education	

Phasing in the institutional proposals

17. The Community Learning Centres are seen as part of a multi-tier post-school sector that should provide multiple opportunities and access points to adults and youths. Given the targets for expansion of the sector by 2030 set in the White Paper and the National Development Plan for 2030, the Task Team also focused on proposals around a differentiated and expanded colleges sector, and links with CLCs.
18. The Task Team proposed the following trajectory in terms of the institutional development of CLCs over the next two decades
 - incorporation of the proposals as a substantive section in the White Paper
 - creating the legal framework for the establishment of CLCs and Community colleges
 - finalisation of a phased implementation and funding plan
 - the creation of at least 9 provincial community colleges, with the view to support the institutional establishment and development of CLCs
 - the establishment and phasing in of CLCs and CLC satellites, including the incorporation of PALCs.
19. These proposals are discussed in more detail in Section 4 of this report. Section 4 provides more details concerning the programme offerings, governance, funding, learner support and other issues and make recommendations.
20. Finally, Section 5 makes recommendations on the next steps.

Overview, Background and Methodology

Terms of Reference of the Task Team

1. The Departmental Task Team on Community Education and Training Centres (CETC) was appointed in April 2011 and started its work at the beginning of July 2011 after an initial briefing meeting with the Department of Higher Education and Training on 23 June 2011. The purpose of the Task Team was to investigate and recommend an alternative and more effective institutional form for addressing the needs of adults and out-of-school youth. The Task Team was expected to submit its Report by 30 March 2012, a deadline extended by one month.
2. The terms of reference of the Task Team
 - 2.1 Conceptualise a workable institutional model for community education and training centres that is distinct and unique. In creating a distinct identity, the following factors are to be considered:
 - ethos and mission of the institution
 - diversity of programme offerings
 - strong articulation with existing institutions
 - service to community, business and industry
 - life-long learning opportunities.
 - 2.2 Consider the policy and legal implications for a new community education and training system, with particular regard to current legislation.
 - 2.3 Make recommendations on relevant programme offerings by community education and training centres taking into account the distinct identity of the institution.
 - 2.4 Investigate and propose appropriate funding modalities for community education and training centres.
 - 2.5 Investigate and make recommendations on suitable governance mechanisms for the community education and training centres.
 - 2.6 Develop broad implementation steps to institutionalise community education and training centres within a post-school system.
 - 2.7 Review relevant local and international literature on appropriate forms of lifelong learning regarding community education and training centres and provide recommendations.

Members of the Task Team

3. Members of the Task Team appointed by the Director-General and responsible for work leading to and for the final report are:
 - a) Ms Fébé Potgieter-Gqubule (Chairperson)
 - b) Mr Michael Cosser
 - c) Ms Tsakani Chaka
 - d) Mr Mabu Raphotle (on behalf of Ms. S. Nxesi)
 - e) Prof John Aitchison
 - f) Mr Ivor Baatjes
 - g) Mr Yershen Pillay
4. Mr. David Diale and Ms. Juliet Sibiya participated and provided support to the Task Team on behalf of the Department of Higher Education and Training.
5. The following members were part of the initial team appointed, but owing to other commitments declined to participate:
 - Dr Julie Reddy
 - Ms Thansi Masitara
 - Ms Khosi Xaba
 - Mr Mugwena Maluleke
 - Ms Lulama Nare

Methodology

6. In pursuance of its mandate, the Task Team conducted research on local and global experiences of community education and other institutions and programmes aimed at youth and adults, in the form of national and international literature reviews (Annexures B and C).
7. Given the importance of the policy context and linkages, the Task Team also received submissions and engaged with a range of institutions, individuals and programmes. These submissions took the form of presentations by representatives and individuals at meetings of the Task Team, meetings with such representatives on a one-on-one basis or participating in workshops and meetings where matters relevant to the Task Team brief were discussed. A list of these engagements is in Annexure A.
8. The Task Team furthermore used as foundation documents the *Report of the Ministerial Committee on Adult Education of 2008* (DOE, 2008) and the Report of the Ministerial Committee *After school, What? Opening wider and more flexible learning pathways for youth* (DHET, 2009), in addition to other government policies and laws relevant to its brief, including:

- Adult Education and Training Act 52 of 2000
 - Further Education Training Act 16 of 2006
 - Further Education Training Section 78 Bill of 2011
 - Further Education and Training Colleges Amendment Bill, 2012
 - New Institutional Landscape National Plan for FET Colleges in South Africa of 2008
 - Higher Education Act 101 of 1997
 - Skills Development Act 97 of 1998, its amendment Act 37 of 2008
 - Skills Development Levy Act of 1999
 - National Skills Development Strategy (NSDS) I, II and III
 - National Youth Development Agency Act 54 of 2008
 - Non-Profit Act 71 of 1997.
9. Additional documents consulted include a number of relevant research documents, academic papers and articles that have been published over the last few decades.
10. The Task Team also commissioned community research in three communities in KwaZulu Natal, Limpopo and Gauteng, developing an understanding of education and training needs and experiences of adults and youths in local communities, and how the current system meets (or fails to meet) their needs.
11. At the stage when the Task Team had conceptualised an institutional model as per its brief, it is envisaged to create a feasibility study to test whether it is a workable model and determine the implementation implications.

Submissions and engagements with stakeholders

12. The CEATC Task Team received the following inputs from and engaged with the following stakeholders and processes during the period of its operations:
- a) *The draft Post-school Green Paper*, by Mr John Pampallis from the Ministry of Higher Education, 1 August 2011.
 - b) *The General and Further Education and Training Qualifications Framework* presented by Ms L. Burroughs on behalf of Umalusi, 5 September 2011.
 - c) A presentation on the *Quality Council for Trades and Occupations* by Ms Adrienne Bird, 5 September 2011.

- d) *Training programmes and challenges within the Expanded Public Works Programme*, by Ms Tsholofelo Pooe from the EPWP Training division, 5 September 2011.
 - e) *The Kha Ri Gude Literacy campaign in South Africa*, presentation by Prof John Aitchison, 3 October 2011.
 - f) *Increasing access to post-schooling: can open and distance learning contribute?* By Ms Jenny Glennie, Ms Maryla Bialobrzeska and Mr Paul Mphisa from the South African Institute for Distance Education (SAIDE), 7 November 2011.
 - g) *The National Planning Commission Human Resource Development Vision process* by Ms Carmel Marock, 3 October 2011.
 - h) *Adult education and training within the context of the NQF*, presentation by Mr Samuel Isaacs and Mr James Keevy from SAQA, 7 November 2011.
 - i) *Preliminary issues arising from the Audit of the Performance of Public Adult Learning Centres* by Ms Gratitude Ramphaka and Mr Alec Green from the Office of the Auditor General, 7 November 2011.
 - j) *Status of the youth and their education and training needs*, Mr B. Magongo and Ms N Makaula from the National Youth Development Agency, 7 November 2011
 - k) *Education as a public and social good for everyone*, by Dr Peliwe Lolwana from the Wits EPU, 5 December 2011.
 - l) Meeting with Advocate Boshoff, DHET on the *Further Education and Training College Act Amendment Bill*, 20 February 2012.
 - m) *SMME Entrepreneurial development* by Mr Thami Skenjana, Mr Brandon Young, Mr Claude Oosthuizen and Ms Zandile Moerana from the Southern African Council on Cooperatives (SACOC), 5 March 2012.
 - n) *Lessons from the experiences of the National Initiative on Community College Education (NICE) and the Funda Centre*, by Mr Mokaba Mokgatle and Mr Motsumi Makhene, 12 March 2012.
13. The written submissions arising from the above processes are included as Annexure D to the Report.

Other engagements

14. The Task Team also benefited from its attendance and participation in workshops convened by the DHET on the NQF review and the Green Paper process and in the CHET and FETI seminar *Responding to the NEET crisis* held on 28 July 2011.
15. Towards the end of its work, the Task Team also engaged with a range of stakeholders at a meeting on 20 April 2012 (List of Attendees in Annexure E), with the NEDLAC Development Chamber on 10 May 2012 and with the SADTU National Education Committee on 11 May 2012.
16. All these inputs and engagements helped inform the work of the Task Team and its final recommendations.

Report outline

17. The Final report consists of the following sections:

Section 1: South Africa's developmental agenda and education opportunities for adults and young people

Section 2: Literature reviews

Section 3: Community research

Section 4: The institutional proposal

Section 5: Next steps

Section 1

SOUTH AFRICA'S DEVELOPMENTAL AGENDA AND EDUCATION OPPORTUNITIES FOR ADULTS AND YOUNG PEOPLE

*"There were no schools at all in some of our villages and small places where we come from. In other places there were only primary schools up to Std 1. After passing Std. 1, we would have to go and attend schools far away. Then transport becomes a problem and money too." (A literacy learner quoted in *Never too old to learn*", Learn and Teach/ELP/LACOM, 1991)*

The majority of young people will leave school at the end of the compulsory period. Precisely where these young people will go is a serious economic and political question which has major implications for the future ET system...Therefore, the majority of young people, along with the millions of others who were denied the opportunity to complete schooling, have needs beyond those traditionally catered for by the general education system. (Bird and Elliot, 1993:6)

Foundation of the past eighteen years

1. South Africa has registered important achievements since the advent of democracy in 1994. Not least amongst these were the rapid integration of the racially segregated education and training institutions, ensuring near-universal access to primary, and increasingly, secondary education, the introduction and expansion of early childhood development, expanding access to higher and further education and putting in place a skills regime that seeks to provide access to ongoing training to those in the work force.
2. Despite these achievements, the Green Paper for Post-School Education and Training noted that "the system continues to produce and reproduce gender, class, racial and other inequalities with regard to access to educational opportunities and success." Two disadvantaged groups are adults and young people who are outside the formal economy and formal workplaces, who are not in educational institutions, who have few opportunities for access to first- or second-chance learning, let alone lifelong learning. This poses a problem for the following reasons. Firstly, these groups include close to 12 million adults with less than Grade 9 education in 2007; including the nearly three million young people not in employment or education and training (NEETs) between the ages of 18-24 years, who are also in need of education and training opportunities. Only 7% of workers without 10 years of schooling are employed in the formal economy. Adults and youths without 10 years of schooling are vulnerable and at risk of losing their jobs in an economy that demands ever higher levels of knowledge and skills (Baatjes, 2008).

3. The transformation in education took place in a context where there were many demands on the fiscus, including a considerable period of fiscal belt-tightening during which expenditure on education and training (especially schools and universities) remained relatively static. Adult education in particular has suffered from this situation, which accounts for the low participation rate in ABET (around 0.1%). For example, some provinces had to suspend their ABET classes during 1998-2000. Since the mid-1990s the budget for ABET was 0.83% of the national education budget and has now, over a period of 15 years, increased to just under 2% of the national budget for education.
4. The debates about adult and youth training have been dominated by two approaches. On the one hand is the 'education as a right' approach that regards education as a fundamental human right and essential for the exercise of other human rights. This approach has informed South Africa's long history of adult and people's education approaches. The second approach is the 'human capital' approach, an approach that suggests that through investment in education and health, labour surplus countries (and especially those with a youth bulge) can more effectively utilise their human resources as part of national development. In our education and training policy documents both approaches are evident.
5. Neo-classical scholars during the early 1970s questioned the human capital approach and argued "education was powerless to alter the fundamental class location and labour market trajectories of working class learners" (Kraak, 2001:111). A further development during the 1980s, based on the Brettonwood institutions' "rate of return on investment in education" approach, was a move away from investment in secondary and post-school education (include adult education), towards focusing on primary education. This, according to Cloete et al (2011:5) led to the "de-establishment of research centres, medical schools, agricultural centres, tele-communication and technological development centres, business training centres, vocational schools and other areas of higher education sectors, which are critical to the development of African societies and their economies."
6. In a significant shift during the 1990s – especially in the context of writings about the Asian and other developmental states, but also about the knowledge economy – it is now argued that education and human resource development play a critical role in economic development, poverty reduction and in reducing inequality. This, however, remains contested because there is no shared conceptualisation of the relationship between education, poverty reduction and inequality. Given the complexity and contesting views, new research suggests that world-wide economic systems that embraced and apply narrow notions of human capital theory, have failed to deliver education, employment and rewards (Brown, Lauder & Ashton, 2010; Marsh, XX; Margison-Hyslop & Sears,

2010) and created a need for a broader conceptualization of the role of education in national development.

7. In the context of its history of exclusion and discrimination, South Africa also has a very strong tradition of non-formal popular education forms. From the early night schools for workers ran by the CPSA since 1919 (Bird, 1987), to the various alternative education projects in response to Bantu Education, various forms of political and community education strengthen participation in change, at community, sectoral and societal levels. We thus see the development of community and popular education traditions within an emancipatory framework, that embraces the formal as well as the non-formal systems, seeking to mobilise all forms of education into the service of the whole community and the development of society.
8. South African debates on education and training are informed by the influences of education as a human right, the emancipatory framework and the human capital approaches. Thus the Reconstruction and Development Programme (ANC, 1994:59) saw developing human resources as a central pillar, *"providing opportunities for people to develop themselves in order to improve the quality of their lives and the standard of living of their communities...alongside ensuring that basic needs are met, the society is democratised and that the economy grows."*
9. More recently, the National Planning Commission (2011:261) echoed the importance of education and training in its draft Vision for the next two decades, recognising that
education and training and innovation are critical to South Africa's long-term development. They are core elements in eliminating poverty and reducing inequality, and the foundations of an equal society. Education empowers people to define their identity, take control of their lives, raise healthy families, take part confidently in developing a just society, and play an effective role in the (development) and governance of their communities.

Problem statement: the learning needs of adults

10. The Report of the Ministerial Committee on Adult Education (DOE, 2008:17) noted that very little has been written about the possible identities of South Africa's adult learners. It thus posed the questions: Are the majority of them women? Where do they live? What skills and interests do they have? Are they mostly young people who have dropped out of school and are looking for a 'second chance' to complete school? Are they mid-career people who want their prior learning and experience to be recognised that will give them access to education? Do they want or need a qualification or are they interested in learning for other reasons?
11. Although the report does not answer all of these questions, it provided a working definition of adult learners, to include the age range of 15 to 55 years as most likely interested in still completing their education or in

learning more generally. These adults in 2001 amounted to nearly 7 million with less than a Grade 7 and a further 11 million who completed a level lower than Grade 9.

12. The CETC Task Team has some concerns about the rigid application of this age range. On the one hand at the lower age cohorts, there are thousands of youngsters below the age of 15 years who drop out of school every year. Some of them are unlikely to go back to school, or owing to their age, may not be allowed back into school. What provision is being made to provide them with second-chance education opportunities, or should they wait till they reach the age of 15 or 18 to be considered? A second problem is the cut-off age of 55 years. Although South Africa has a youth bulge and a very low life expectancy rate, older people continue to play an important role in society, not least because they have experience that could and should be imparted to other generations and because, given the burden of disease, grandparents increasingly are taking on responsibilities for raising orphans and children. This latter group therefore is also in need of learning opportunities to empower them to continue to play these roles thrust upon them by circumstances. The Task Team will therefore use the working definition of 15-55 years as the main, but not exclusive, target group for the new institutional model, but also make some recommendations for groups that fall outside of this age range.
13. The National Education Policy Investigation (quoted in DOE, 2008:9) during the early 1990s identified a number of goals with regards to adult educational needs, urging the state to
 - provide adult education of high quality, which would enable adults to obtain a broad general education
 - provide vocational training of high quality, which addresses the needs of industry, as well as other sectors of the economy
 - support non-governmental organisations and community based organisations that offer flexible needs-based programmes as well as skills programmes and
 - create a supportive environment for recognising other forms of learning including short skills courses, which serve a variety of learner needs in their immediate environment.
14. The Report on Adult Education (DOE, 2008) also identified the range of learning needs of this target group, including broad general education (literacy and up to ABET 4), vocational and skills development and flexible needs programmes. The CETC Task Team agrees with this needs assessment, with the additions of personal and community development programmes aimed at promoting social development and cohesion, SMMEs, sustainable livelihoods and cooperatives. These programmes serve different purposes and should be viewed within a bigger democratic learning framework which we argue should be adopted. This framework equally applies to human capital career education (instrumentalist

tradition) and citizenship education (emancipatory tradition) as both could serve the development of a substantive democracy.

15. In the context of the above, the UNESCO definition of 'adult education' is relevant, denoting

"...the entire body of organised educational processes, whatever the content, level and method, whether formal or otherwise, whether they prolong or replace initial education in schools, colleges and universities as well as in apprenticeship, whereby persons regarded as adult by the society to which they belong develop their abilities enrich their knowledge, improve their technical and professional qualifications or turn them in a new direction and bring about changes in their attitudes or behaviour in twofold perspective of full personal development and participation in balanced and independent social, economic and cultural development ...adult education, however, must not be considered an entity in itself, it is a sub-division, and an integral part of, a global scheme for life-long education and learning." (From the *Recommendation on the Development of Adult Education, UNESCO, 1976 p.2, quoted in Aitchison, 2012:5*)

16. Adult education in the above sense is about life-long learning opportunities and an expanded view of learning that includes both formal and non-formal programmes, and is embedded in the political, social, cultural and economic processes in the country. Adult education in the South African qualifications framework encompasses post-school adult learning in its broadest sense, including articulation with and access to university education.

Problem statement: the learning needs of young people not in employment, education or training

"How prepared is South Africa to make the most of (its) demographic dividend? We know that the current youth cohort is the best educated ever, they are the healthiest sector of the population, and our Constitution grants them agency and platforms to influence political processes and civic life. Yet two to three decades of research, as well as prior investments in youth development, leave us with many unanswered and some emerging questions." HSRC Youth Policy Initiative Roundtables, 2007

17. Alongside the work on adult learners is a growing focus on the so-called NEETs, young people ages 18-24 years who are not in education, employment or training. The Ministerial report *After school, what?* (DHET, 2009:1) raises the problem thus: *"At the beginning of the twenty first century, it is becoming very clear that South African education is lagging behind developed and developing countries in the provision and availability of a range of educational opportunities to those who exit the school system. The problem of youths who do not complete their school education; who are not in training and not in employment; and who have no access to some form of post-secondary education has recently become*

more and more significant and many stakeholders are grappling with the question of youth education and employability."

18. South Africa's labour market is particularly harsh for first time entrants in general and school leavers in particular. At least half of all young people (18-24 years) are unlikely to find work before the age of 24 years, while their employment chances improve as they get older. Whilst their labour market entry is thus delayed, the vast majority also do not have opportunities for improving their education and skills after leaving school, nor are there many second chance opportunities to complete their schooling if they dropped out of school.
19. According to Sheppard (2009) in 2007 there were over a million young people in this age group with primary school education and less than Grade 10 attainment, a further one million with Grade 10 but less than Senior Certificate, and nearly 700 000 young people with Senior Certificates – nearly three million not in employment, nor in education or training. The education system and labour market currently force young people prematurely into the harsh realities of a life of inactivity. Every year a further 500 000 young men and women join the group of NEETs. This clearly is both a social and an economic waste. South Africa's youth bulge is also likely to last for more than one generation, which will cause ongoing problems unless we develop the educational and labour market capacity to make young people productive and thus reap a demographic dividend (Altman and Potgieter, 2009).
20. Young people globally and in South Africa generally, have an unemployment rate three times higher than the rate for adults. When economic growth is low, it does not create enough jobs to absorb the existing army of unemployed, let alone new entrants into the labour market. In addition, young people lack relevant education, experience and the skills that underpin employability as well as the mobility, resources and networks to look for jobs. Employers look for skills and experience and view inexperienced and unskilled jobseekers as a risky investment. They regard entry level wages as too high relative to the risk of employing inexperienced young workers (Altman and Marock, 2008 and National Treasury, 2011).
21. Approaches to deal with the challenges of the youth labour market are usually multi-faceted and include
 - economic policy aimed at raising aggregate demand for labour and wage employment
 - promoting self-employment and entrepreneurship
 - education, training and skills development
 - education and training/school to work linkages and labour market information
 - special employment programmes (e.g. public works or youth service programmes)
 - promoting youth employment (learnerships, youth service to address experience gap, youth wage subsidies, etc.).

22. South Africa implements various aspects of the above, including youth quotas in the Expanded Public Works Programme; the National Youth Service Programme; self-employment and entrepreneurial programmes through NYDA and the DTI small business agencies; and more recently the proposals from National Treasury (2011) for a youth wage subsidy.
23. Education and training interventions to address the challenges that young people face fall within the following two categories (O'Higgins, 2001:62)
 - improving the quality of the school system, and measures to reduce substantially the numbers of young people who drop out of the school system and
 - equipping young people with skills relevant to the labour market and with greater ability to adapt to technological and economic change.
24. The *After school, what?* report argues that in order to "provide effective interventions to deal with the looming youth crisis, education must take the lead and re-arrange its systems so that young people may be contained in the education system for longer, thus providing extended opportunity for developing additional skills and acquiring further knowledge." The report therefore advanced the following propositions (DHET, 2009:3)
 - to retain young people in various forms of learning programmes until they are closer to the age of 24 years, by providing an achievable secondary education system, followed by comprehensive post-secondary education and/or skills development
 - providing second-chance opportunities and programmes
 - providing a wide range of flexible (and accessible) learning pathways to ensure that a wide range of young people can find home institutions, programmes of interests and delivery mechanisms that would suit them.
25. The education and training interventions on their own will however not address the totality of the challenges facing young men and women, it should be closely linked to other interventions including stronger efforts to create jobs in the formal economy and to improve informal jobs, and the performance of and support for SMMES and cooperatives.

Policy framework¹

26. There is a range of legislation establishing various forms of institutions meant to provide out-of-school youths and adults with education and training opportunities. These include, but are not limited to
 - Adult Basic Education and Training Act 52 of 2000
 - Adult Education and Training Act 52 of 2000
 - Further Education Training Act 98 of 1998
 - Further Education Training Act 16 of 2006
 - Further Education Training Section 78 Bill of 2011

¹Section from Rapothle, 2012

- New Institutional Landscape National Plan for FET Colleges in South Africa policy of 2008
 - Higher Education Act 101 of 1997
 - Skills Development Amendment Act 37 of 2008
 - Skills Development Levy Act of 1999
 - Skills Development Act 97 of 1998
 - National Skills Development Strategy (2000-2005, 2005-2010 and 2011-2016)
 - National Youth Development Agency Act 54 of 2008
 - Non-Profit Organization 71 of 1997 Act
27. The Adult Basic Education and Training (ABET) Act 52 of 2000 establishes public and private learning centres "to ensure access to adult basic education... by persons who have been marginalised in the past, such as women, the disabled and disadvantaged". Though the Act is biased towards the establishment of public centres by dedicating three chapters on establishment, governance and funding, it does make provision for the establishment of private centres in one chapter. The act is meant to regulate adult education and training.
 28. The ABET act was subsequently amended in terms of definitions and the inclusion of chapters 3A and 4A. The title of the amendment act is Adult Education and Training (AET), changed from Adult Basic Education and Training (ABET) act, which is now the official terminology in reference to adult education. The act also expanded chapters 3 and 4 with the inclusion of chapters 3A and 4A respectively. Chapter 3A relates to the employment of educators in the public adult learning centres while chapter 4A relates to the determination, implementation and monitoring of national education policy as applicable to adult education.
 29. The Further Education Training Act 98 of 1998 established the 50 public Further Education and Training (FET) Colleges; provides for the registration of private FET institutions; provides for the governance and funding of public FETs; and deals with quality assurance matters relating to both public and private FET Colleges.
 30. According to the Further Education and Training Colleges Act 16 of 2006, its objective is to *"provide for the regulation of further education and training, establishment of governance and funding of further education and training colleges, registration of private FET colleges and promotion of quality in further education and training"*. This Act was implemented through the *National Plan for FET Colleges (NPFET) in South Africa gazetted in 2008*, which sets out targets and enunciates significant changes regarding FET provision. The NPFET also promises resources for the FET sector, while it encourages co-operation and collaboration between FET Colleges and the SETAs.
 31. The FET Act of 2006 was reviewed with the promulgation of Section 78 Bill of 2011. The Bill provides for the prohibition of a member of council

or a member of staff to conduct business, directly or indirectly with the public further education and training college which business is in conflict of interest with the concerned public further education and training college; to provide for transitional arrangements with regard to public service posts and educator posts, staff, disciplinary measures; and policy made by the Member of the Executive Council under the principal Act or any provincial law, necessary for the effective governance, management and funding of public further education and training colleges.

32. The Higher Education Act 101 of 1997 establishes the Council on Higher Education, public and public higher education institutions; provides for the governance and funding of public institutions; registration of private higher education institutions; appointment of the independent assessor and provides for quality assurance and quality promotion in the higher education sub-sector.
33. The legislation discussed above is the key policy framework meant to establish institutions which can absorb large numbers of youths and adults. There is other legislation, which is meant to contribute to the strengthening of the established institutions. These include the Skills Development Act 97 of 1998, its amendment Act 37 of 2008, Skills Development Levy Act of 1999 and the National Youth Development Agency Act 54 of 2008. While the Non-Profit Act 71 of 1997 establishes the Directorate of Non-Profit Organizations, which is meant to register non-profit organizations.
34. The Skills Development Amendment Act 97 of 1998 establishes the Sector Education and Training Authorities (SETAs), the National Skills Authority (NSA). The function of the SETAs is to develop and implement the sector skills plans (SSP) in terms of establishing learnerships and disbursing grants. Even though the initial target of the grants was employed youths and adults, over the years since their establishment the SETAs were expected to also allocate grants to unemployed youth and adults partaking in learnerships and other learning programmes. The function of the NSA is to develop the national skills development strategy (NSDS) and administer the National Skills Fund (NSF). To date three installments of the NSDS have been launched and the third is in the implementation phase. The Skills Development Levy Act (SDLA) of 1999 empowers the SETAs, through the levy collection system, to implement their SSPs.
35. The Skills Development Amendment Act 37 of 2008 further establishes the National Artisan Moderation Body (NAMB), Skills Development Institutes (SDI), Quality Council on Trades and Occupations (QCTO) and Productivity South Africa. Of relevance to this review is the Skills Development Institutes, which will provide the advisory services on skills development, mentoring and recognition of prior learning and provide learning programmes.
36. Though the National Youth Development Agency (NYDA) Act 54 of 2008 only establishes one institution, it urges the NYDA to establish offices at

provincial and local level for a greater accessibility by young people. The functions of the agency, amongst others, include

- the provision of career guidance services
- creating and administering databases of employment opportunities
- providing financial assistance to youths to enable them
- providing financial assistance to small, micro and medium enterprises, and cooperatives owned by youth
- providing bridging programmes for youths to facilitate the transition from school or training, to the work environment.

37. While the legislative and policy framework seems impressive on paper with regards to catering for out-of-school youth and adults, this target group continues to experience challenges in accessing education and training opportunities. The *Green Paper for Post-School Education and Training* frankly acknowledges this fact by asserting that: "*One of the main problems of the post-school sector is its lack of diversity and the weakness of many of its institutions. Inadequate quality, quantity and diversity of provision characterise the post-school education sector as a whole.*"

Current provision for learning needs of adults and youths

38. South Africa has a long history of finding innovative ways to provide adults and young people with opportunities to learn, in the face of deliberate exclusion. These range from the first workers night schools started in 1919 to the myriad of popular education programmes that was a key feature of the liberation struggle and sectoral organisations. In addition, with the growth of the trade union movements and international sanctions, large companies in the 1980s, especially in the mining sector, were obliged to provide adult education under pressure from foreign investors (Bird, Vally, Chisholm, 1994, Lolwana, 2011). The community and popular education initiatives provided adults and young people with skills (literacy, numeracy and communication) as well as developed their capabilities as individuals, sectors and communities to contribute towards social change and social justice, whilst the work-based training focused on literacy.
39. Building on these experiences, the post-1994 education and training framework embraced the concept of lifelong learning, recognising that learning takes place throughout a person's life and takes place in many forms. The main action was initially directed to formalising the system of Adult Basic Education and Training (ABET) in Public Adult Learning Centres, industry sites and communities as part of the National Qualifications Framework. Secondly, efforts were made to eradicate illiteracy through campaigns, and since 2008 the Kha Ri Gude campaign in particular. In addition, much adult education and youth learning also took place through a variety of non-formal community and popular education initiatives and projects run by community and faith-based

organisations, trade unions, social movements and government departments.

40. Some education and training opportunities for adults and youth are currently provided by the state, as well as business, industry and civil society. The South African literature review (Raphotle, 2012) identifies five distinct institutional forms that supply education and training in some form or another, outside of the school system. "Institutional form" is defined as a physical centre/school/university/college infrastructure, programmes and facilities that accommodate young people and adults for the purpose of tuition. The five institutional forms are
 - o Private and Public Adult Learning Centres
 - o Public and Private FET Colleges
 - o Public and Private EI
 - o Not-for-profit organisations and
 - o Multi-Purpose Community Centres.
41. Each of the above institutions has distinct legal and organisational forms, funding, programme offerings and institutional arrangements, as can be seen in Table 1 below. The table also summarises the numbers and governance arrangements of these institutional forms.
42. In addition to these institutional forms, Raphotle further identifies supplementary institutional forms, so-called because although they do not provide direct tuition, they supply support and supplement the above institutions by providing funding or additional programmes. Two such are discussed in his review – the Sector Education and Training Authorities (SETAs) and the National Youth Development Agency (NYDA) – see Table 2 below.

Challenges regarding current youth and adult learning provision

43. All of the above institutional forms and the funding there-of provide for around 1.8-2 million learning opportunities, and is therefore inadequate to provide for the demand that is potentially as high as five to ten times this figure. In addition, the current system also suffers from the following challenges:
 - 43.1 Very poor articulation across the entire post-school system, despite the existence of the National Qualifications Framework that was put in place to facilitate articulation.
 - 43.2 Minimal support for and recognition of the role that non-formal and popular education can play in the development and empowerment of youth and adults, in general public education campaigns or in building social cohesion and social capital.
 - 43.3 Too little differentiation, too few flexible pathways, rigidity in offerings (part or full-time) for young people and adults and insufficient focus on quality GETC qualifications and post-NQF level 4 qualifications and programme offerings.

- 43.4 The current ABET approach and curriculum in the PALCs with the focus on general education, often means they fail to attract large numbers of adults and youths interested not only in completing a school qualification but also in gaining labour market and sustainable livelihood skills. Adults (and youths) also experience a number of interrelated barriers to participation including psychological, situational and structural barriers. Most of these are directly related to the material condition of adults
- 43.5 Programmes for youth and adults interested in learning for self-improvement, or cultural and community development, are mainly provided by faith-based organisations, youth organisations or community organisations.
- 43.6 The FET college sector has a poor 'second-chance' track record of getting large numbers of youths through the Grade 11 and 12 syllabi. It also has a poor track record of working with young people who have a poor schooling profile and whose greatest priority is to find employment. They would have benefitted more from some form of work-based training, in addition to completing their National Senior Certificate.
- 43.7 PALCs have inadequate institutional infrastructure, with weak financial and academic support to educators and learners.

TABLE 1: SUMMARY OF INSTITUTIONAL FORMS PROVIDING LEARNING OPPORTUNITIES FOR ADULTS AND YOUTHS (Raphotle, 2012)

	Adult Learning Centres	FET colleges	HE Institutions	NPOs and CLCs
Distinct	Formal institutions, regulated and funded through the AET Act of 2000, the Public Adult Learning Centres (PALCs) operate mainly within or linked to schools, and some have satellite sites The AET Act, provides for private PALCs to register with provincial departments. Two types of private ALCs: 1 company-based private sector centres mainly for employees and 2 not-for-profit community based adult learning centres	Integration of racially fragmented technical education through FET Act of 1998, merger of 150 institutions into 50 public FET colleges. FET Act provides for registration of Private FET colleges accredited by Umalusi, whilst the Skills Development Act provides for accreditation of skills development providers (private or public)	Size and shape led to the merger of SA universities into 23 public HEIs: 11 academic, 6 comprehensive and 6 universities of technology, governed by the Higher Education Act of 1997. HE Act was amended in 2000 and 2001 to make provision for private universities that must be registered. Not-for-profit HE institutions are run by religious, philanthropic groups and employers	Trust, company or association established for public purpose and not for profit, usually registered as Sect 21 company, provide education as their main purpose or as an addition to their main purpose. Many faith-based organisations FBOs in this category. Multi-purpose community centres (MPCCs)
Access and number	PALC numbers fluctuate between 2000-2500 centres. As of January 2012, 1713 private and community based AE providers registered with DHET. PALC learner numbers fluctuated between 250 000 and 360 000 between 2004 and 2010. No figures available for learners in private ALCs. Generally, ALCs – both public and private – in terms of learners achieving the GETC, are described as having a 'pitifully inadequate output.' Since PALCs use schools, there is a fair geographic spread.	50 Public FET colleges with 232 campuses or learning sites (2011). 272 to 455 private FET colleges registered with DHET, and about 1000 FET providers registered. Just over 300 000 learners registered with capacity for up to 400 000 at public FET colleges. Some 37 520 learners in FET private colleges.	23 public universities: 6 large (>30,000 students), 8 medium (20 000-29 999 students) and 9 small (<20 000 students). In 2009 a total of 837 779 students enrolled, including 316 349 distance education students. 108 private universities registered in 2010, but as result of some instability, actual figure closer to 87. Student enrolment figures at private HEIs range from 20 to 15000 students, top 9 private HEIs enrolled around 50 000 students in 2009.	More than 200 MPCCs, including, 149 Thusong centres 59% of FBOs reach < 200 people per month, 45% < 100 per month.
Programme offerings	PALCs offer two main qualifications – GET Certificate also known as ABET level 4 or NQF level 1 and the Senior Certificate for youths and adults who did not pass grade 12 through the school system. Offered mainly part-time, at night because of use of schools, some during the day but still part-time. Grade 12 or NSC at NQF 4, serves as second chance for youth who failed 3-4 subjects in Grade 12.	Public and private FETs offer National Certificate Vocational (3 year full-time); NATED courses (N1-N6 and National N courses, mainly full-time. Also NQF qualifications, short courses – part-time or learnerships.	Full qualifications certificates, diplomas, degrees in the NQF 5-10 bands; national certificates and diplomas for intermediate skills, undergraduate, honours, masters, doctoral and post-doctoral degrees for high level skills.	Non-formal education programmes including home-based care, literacy classes, life skills training, HIV education, community development. MPCCs provide one-stop for various community needs, government information and services, small business support and information. Educational, but focus on information and service

TABLE 1: SUMMARY OF INSTITUTIONAL FORMS PROVIDING LEARNING OPPORTUNITIES FOR ADULTS AND YOUTHS (Raphotle, 2012)

	Adult Learning Centres	FET colleges	HE Institutions	NPOs and CLCs
Quality assurance	Umalusi for the GETC/ABET 4, ABET levels 1-3 are internal assessments.	NCV and N1-3 quality assured by Umalusi, none for N4-6 and N diploma. NQF and short courses quality assured by SETAs.	Both public and private quality assurance for all qualifications by the Higher Education Quality Committee.	Mainly non-formal and non-accredited programmes.
External linkages	Being schools-based PALCS link with communities, although poorly marketed in communities where they operate.	The recent HSRC report (2012) of FET colleges show poor linkages with industry and business, and especially with local communities.	Mixed bag of community links, faculty links with professional associations. Most have some graduate placement programmes, but mixed.	Strong NPO and FBO links with communities and sectors, links with business and industry mainly as donors. MPCCs also community based, link with business as most non-Thusong sponsored by local industry.
Articulation	Poor articulation with FET colleges for these AET graduates. Also poor linkages with Kha Ri Gude graduates, very few proceed to PALCs.	Poor articulation with HEI. Neither the NC(V) nor N graduates can access universities with their qualifications, even Universities of Technology.	Poor articulation between HEIs and other post-school education, but also poor horizontal articulation amongst universities.	
Governance and HR	Governance of PALC regulated by AET Act, with governing body drawn mainly from internal stakeholders who are volunteers. National Advisory Board for ABET (NABAET) in AET Act to advocate for resourcing and funding for sector, never established. AET Act provides for PALC management centre, with educators and support staff. In 2010 a total of 14 443 staff were employed.	College staff employment devolved by FET Act, 2006 to colleges, resulted in poor conditions of employment.	45 012 full-time public HEI staff, 15 939 professional, 23 555 administrative and 5521 service. No figures for staff at private HEs, but large contingent of part-time staff.	Boards or other forms of internally regulated governing structures. NPOs mainly black women, 73% full-time staff. FBOs small with less than 20 employees
Funding	PALC's main source of funding is provincial departments of education, often obscured under other funding categories. In 2006 provinces spent on average less than 1% of education budgets on AET, and great disparities across provinces.	Public FETs - shift in funding to DHET, 3 year conditional grant, Funding increased from R800 million in 2000 to around R4 billion in 2011. Initially student fees for NC(V), but now funded by state, starting with NC(4) and extended to NC(V) 2 and 4. Student fees for NATED programmes. Private FETs funded through student fees, employer and public entities contracts.	Public funding based on research output, growth in system at 4.8% per annum, but budget only for 2.8% growth. Spending on HE decreased from 0.9% of GDP late 1980s to 0.6% in 2009. Per-student expenditure by government decreased from R27 900 in 1987 to R14 700 in 2009 in real terms (using 2005 Rand value). Part of HE funding therefore also student fees. Private HEIs entirely funded from fees.	Some public funding for NGOs, MPCCs and CBOs, other sources donors, and private business through CSR. Foreign donor funding for the sector decreased by as much as 40-50% over the past two decades. MPCCs private and foreign donor funded, Thusong centres public funding.

TABLE 2: SUMMARY OF SUPPLEMENTARY INSTITUTIONS PROVIDING FOR ADULTS AND YOUTHS (Raphotle, 2012)

	SETAs	NYDA
Distinct	Set up in accordance with the Skills Development Act of 1998 in a national economic sector, each developing and implementing a Sector Skills Plan, within an overall 5 year National Skills Development Strategy. Established formally in 2000, reduced from 25 to 21.	NYDA created with the NYDA Act of 2008 out of a merger of the National Youth Commission and the Umsobomvu Youth Fund. Main purpose to advance integration of youth development in public and private sectors.
Access and numbers	Should be accessible to all employers and employees in a given sector, however just over 100, 000 learners enrolled through SETAs in 2011. (Figures for work-place training by companies) Provision of SETA training programmes mainly through private providers.	NYDA skills development programmes reached about 30 000 youths per year, and a further 400 000 youths make use of its youth information and career guidance services. The latter services are provided through walk-in Youth Advisory Centres (YACs) or online. NYDA offices in 9 provinces, and YACs in nearly every municipality: 14 fully fledged YACs and 100 YAC points, usually in partnership with other organisations, at public FET colleges or with local government.
Programme offerings	Learnerships and skills programmes based on registered unit standards on NQF levels 1-6., internships and apprenticeships. Private FETs also provide occupational qualifications on behalf of the SETAs.	NYDA skills development programmes: include entrepreneurship and business management training, job preparedness, technical skills training, experiential programmes, youth build, career guidance, second-chance Senior Certificate rewrite. Youth economic participation programmes: job creation, entrepreneurship support programmes such as business vouchers, mentorship, registration of new youth owned businesses, youth cooperatives support and financial support for youth entrepreneurship. All these are implemented with businesses, industry and employers. Also implements the National Youth Service Programme that combines work experience in community and public projects with structured learning, including vocational and life skills.
Quality assurance	ETQAs and Umalusi	Cross section of QA bodies, depending on programme.
External linkages	Insufficient links with communities , concerted efforts through NSDS II and III to address this and especially continue to strengthen links with business and industry.	Main focus on economic participation of youth, strong industry and business partnership links, and also with departments and provincial and local spheres of government.
Articulation	Poor articulation with other FET and HE institutions, Recognition by employers?	
Funding	SETA funding through skills levy, funding learnerships, skills programmes, internships and apprenticeships, also bursaries to individual students in scarce skills areas.	NYDA receives grant funding through the Presidency budget, and in turn funds its programmes. Also co-funding with other departments and business.

A new vision for post-school education - the Green Paper, 2012 and the National Development Plan: Vision 2030

44. The formation of the Department of Higher Education and Training (DHET) in 2009 placed nearly all elements of the non-schooling system under one roof. Although the transformation initiatives preceding this aimed to create a single integrated system of education and training, the *Green Paper for Post-School Education and Training* initiated by the DHET takes stock of the outcomes of this process, eighteen years later and aims to "provide a vision for a single, coherent, differentiated and highly articulated post-school education and training system... that (should) overcome the structural challenges of society, by expanding access to education and training opportunities and increasing equity, as well as achieving high levels of excellence and innovation."
45. The education and training system, which is at the core of a human resource development policy, in the current policy context is divided into **Basic Education** (which refers to schooling and inclusive of early childhood development) and **Post-school Education and Training** referring to "all education and training for people who have left school as well as those who have never been to school." Post-school education furthermore includes adult education and continuing education, further education and training, skills development and higher education, in both formal and non-formal settings.
46. The Green Paper identified the key challenges facing the Post-school system as "inadequate quality, quantity and diversity of provision." It further acknowledges that "*there are very few educational opportunities available to adults and young people who have left school in the early stages, or failed to obtain a National Senior Certificate, or who do not meet the admission and selection criteria for higher education. There is little accessible provision to assist people to catch up on the learning they have missed. There are few alternatives for those who seek a vocational or occupational qualification. There are inadequate financial resources to allow most school-leavers, including matriculants to successfully enter post-school provision. Currently, approximately three times as many students enter universities each year as do colleges. This 'inverted pyramid' is a major problem and results in a workforce with serious shortages of artisanal and other mid-level skills.* (DHET, 2012:9)
47. The Green Paper proposes a new vision for a post-school education and training system that should
 - be a single, coherent, differentiated and highly articulated system.
 - be equitable, accessible and affordable, including free education and training for the poor.
48. To achieve this, the post-school system over the next twenty years should dramatically expand access, providing a range of accessible alternatives and a more diversified mix of programmes to young people and adults. To achieve this, the Green Paper (and the National Planning Commission's proposed Vision 2030) both target increasing university headcount enrolment, but more significantly to have tripled provision in the colleges sector by 2030, including through Community Education and Training Centres. These supply-side measures need to be linked with the demand for capabilities and skills in the

labour market, as well as the social, public and development sector. This, according to the NPC (2011:277) should increase the participation of 20-24 year olds in education and training from 3% of age group to about 25% by 2030.

Table 3: Targets for 2030 enrolment in the post-school sector

Institutions (public and private)	2011 headcount enrolment	DHET target: 2030	NPC target: 2030
Universities	950 000	1,500 000	1,600 000
FET colleges	300 000	3,000 000	1,250 000
PALCs/CEATCs	300 000	1,000,000	1,000 000

Sources: DHET, 2012:5 and NPC 2011:277

49. To achieve these targets, the DHET must build, support and resource this expanded system by prioritising and building the public sector colleges and community education sectors, whilst creating an enabling environment for private provision.
50. The NPC plan (2011:288-293) further suggests that critical actions to achieve an expanded, strengthened and diversified institutional post-school landscape should include
 - laying a solid foundation for a long and healthy life and higher education and science achievements through investments in early childhood development and strengthening the school system
 - the development of a set of strong national qualifications and a variety of non-formal programmes
 - strengthening and expanding FET colleges by addressing their infrastructure and other institutional challenges, chief among which is the training of college lecturers
 - gradually expanding adult education offered in colleges
 - building new public colleges
 - improving systems for skills planning and shaping the production of skills
 - building a strong and streamlined quality assurance and qualification system
 - expanding the production of highly skilled professionals and enhancing innovation capacity
 - enhancing and instilling entrepreneurial capabilities throughout the system
 - strengthening universities by building and funding an enabling and differentiated system; addressing the decline of the humanities and assist institutions in chronic distress.
51. The National Planning Commission thus concludes (2011:294):

Helping people to develop their skills and enhance their capabilities is an essential part of a sustainable strategy for tackling poverty. Education, training and innovation are central to this. Highly educated and trained individuals have much better chances in the labour market and a nation with highly educated citizens, particularly in science, engineering and technology and the humanities is more competitive and will be able to participate in the knowledge driven economy of the future. The national economy benefits when there is a critical mass of highly skilled people as the current skills shortages have raised the cost of many vital skills.

Implications of the Green Paper for the CETC's establishment²

52. ***Expansion of the post-school system:*** Massive expansion of the FET colleges system (to 4 million headcount enrolment) remains the key policy goal of the current administration articulated through the DHET target. The NPC sets a much lesser target of 2,25 million enrolments for the same period (2030) and divide this into 1,25 million enrolled in FET colleges and a further 1 million in CETCs. Given the current low base with fewer than 350 000 in FETCs and about the same number or less in PALCs, and a largely static enrolment profile over the past decade, the question should be asked whether this is a realistic goal. There are two specific challenges in this regard.
53. Firstly, consider whether funding will be committed to reach these ambitious goals. There are some positive signs from the funding of FET colleges that increased from R800 million per annum in 2000 to around R4 billion by 2011. At the same time, funding of universities (growing at about 2.8% p.a.) has not kept up with growth in the sector (growing at 4.8% p.a.) and per-student public expenditure has taken a dramatic dive over the last two decades. Similarly the funding track record of adult education has also been less than sterling, starting with the first unfunded literacy programme in spite of being one of the Presidential Lead Projects announced in 1994, to the perpetual underfunding of PALCs since their formation in 2000.
54. A second challenge is whether there is an appetite for creating new FET and higher education institutions. Since 1994, with the merger of universities and technikons and the closure of nursing and teaching colleges, no new public post-school institutions have been established, besides the PALCs. The DHET and the NPC identified the need for the creation of both new public colleges and CETCs, which is a positive sign.
55. ***A bolder vision for the post-school landscape:*** The approach towards institutional expansion and diversification in the Green Paper focuses on "strengthening existing institutions, ensuring that the regulatory frameworks support both emerging and established institutions and diversifying and increasing institutions where necessary. Ensuring substantial improvements in throughput will already expand the pool of qualified people leaving the post-school system. The next step will be phased expansion and diversification." (DHET, 2012:19).
56. At first glance this seems sensible. But what if the conceptualisation of what FET colleges are and what programmes they should be providing, is misguided? Do we press on, hoping throughput will improve, in the face of
- the amorphousness of FET college provision and consequent lack of identity of the sector
 - the inappropriateness of the levels at which the NCV is offered and
 - the dilution of technical education and consequent absence of a clear pathway to Universities of Technology?

²Section based on input by Michael Cosser, 5 March 2012 and Task Team deliberations on the Green Paper at various meetings.

57. These issues are not sufficiently addressed in the Green Paper, thus stopping short of a clear vision of the size and shape of the post-school sector. One aspect of diversification raised are the 'other non-FET colleges' including re-opening some teachers' training colleges and either improving coordination between DHET and departmentally based colleges such as nursing and agricultural colleges, or shifting them all under the DHET post-school system of colleges.
58. The **responses to the NEET problem:** Provision is made in the Green Paper and the National Development Plan for the possible establishment of CETCs to cater for the diverse learning needs of adults and out-of-school youth. While adult learning opportunities are currently provided through the PALCs, there is no institutional model catering for the diverse learning needs of young people not in employment, education or training and not severely disabled. The proposal for a new institutional form that must also provide for youths, smacks of a bureaucratic response to a massive and multi-faceted social problem that goes way beyond the lack of employment, education and training captured in the NEET abbreviation.
59. **Addressing private and non-formal provision:** The Green Paper focuses on public provision (the NDP to a lesser extent so), but we also need to explore the possible contribution of the private and not-for-profit sectors to expanding student enrolments in the post-school sector. The diversity of institutional configurations in these sectors makes it difficult to regulate, oversee and monitor, especially quality assurance. These options of public-private-NPO partnerships and private provisions must however be explored if the country is to meet the huge demands. Apart from the fees issue, private provision, especially delinked from institutions, present a particular problem that requires some further reflection.
60. **Sequencing of expansion:** We need to ask whether the plans for expansion fit in with the proposals for diversification. The argument made here is that consolidation, expansion and diversification cannot be undertaken sequentially as proposed in the Green Paper: the size and nature of those NEET alone highlights the need for concerted action on all three fronts – action that cannot happen outside of a vision of the entire post-school sector and a plan that spells out the desired size and shape of the post-school landscape.
61. **Implications for establishment of CETCs:** The above issues confirm the brief of this Task Team, including providing answers to such issues as
- What proportion of the target should CEATs notionally be catering for?
 - What programme offerings and at what levels should CEAT provision be pitched?
 - For which target groups?
 - Should CETCs absorb PALCs, build on successful PALCs or should an entirely new institutional form be developed, which draws on PALCs in a less formal way?
 - What will make CEATs distinctive?
 - In what ways and to what extent will CETC provision be expected to meet the unemployment needs of the country?

Section 2

Reviews of the literature on appropriate institutional forms for lifelong learning

1. The Task Team commissioned two literature reviews, South African and international, focusing on the different institutional forms of provision for youth and adult education that might be appropriate for, or have a bearing on the establishment of Community Education and Training Centres (CETCs) in South Africa. The international literature review also looked more broadly at the policy and contextual frameworks and environments that inform and impact on adult and youth education and their institutional settings.

THE INTERNATIONAL LITERATURE

2. This review, as per its brief, looked at institutional forms for lifelong learning described in the international literature that could be seen as appropriate for use or adaptation in the South African situation. The literature survey examined highly developed, middle-income and developing countries with a special focus on the United States of America, the Scandinavian countries and South Korea (among the highly developed countries), Brazil, Russia, India, and China (the so-called BRIC countries) and on Botswana as a developing country. Two other countries – Cuba and Venezuela were also studied. The review also summarised the United Kingdom's 2011 *Review of Vocational Education* (Wolf Report).
3. Various aspects of the institutional forms considered were viewed: the terminology used about them, the policies that establish them, their governance, administration, and cross-sectoral articulation, their funding, how they were staffed and managed, what kind of provision was used to implement, and how qualifications, assessment of learning, and evaluation of impact took place.

The issue of terminology

4. Though it is common cause that South Africa has a massive need for adult education to serve people who had not benefited (at all or fully) from initial formal schooling and tertiary education, there is much terminological confusion about what exactly is adult or community education. Looked at broadly, adult education is a very, very big field – virtually everything that is not clearly and narrowly definable as time limited, initial, formal schooling, further education, and higher education (or tertiary or post-secondary).
5. Common answers on what adult education is can range from any education given to people considered to be adults (as UNESCO would have it) to literacy and adult basic education. Currently there is increasing pressure to include young people in "adult" education (even though they may be out-of-school children). Hence the recent tendency, particularly in Africa to consider Youth and Adult Education to include both older adults and young people who are definitely out-of-school or out-of-further or tertiary education but need further education and training. The latter

group is the subject of growing national and international concern because of the reality of the huge numbers of youth who are "Not Employed or in Education and Training" (the NEETs) who are seen as a potential source of political and economic instability.

6. In revamping the South African adult education system there is a need for a rapid clarification and standardisation of the terminology and concepts relating to youth and adult education to enable comparability of data and to help coordination of and collaboration in the field.

Policy frameworks

7. The existence of adult education policies indicates that a country recognises the importance of, and shows an explicit political commitment to providing the resources for the education of adults as a means towards achieving social, cultural or economic development or other goals. Most countries have some form of adult education policy – what varies is the extent to which they are identifiable as such and are comprehensive in nature.
8. Policies themselves are expressions of purposes which will determine legislation, governance and administrative structures, resource allocations and practices. In respect of youth and adult education, these purposes, as expressed in policies tend to be either for empowerment (whether democratic or individual) or instrumental (for social or economic change and development), though often both types appear in policy documents, the empowerment discourse often tends to be there mainly for rhetorical or aspirational embellishment.
9. Increasingly policies on adult education are being justified by the evidence that literate and better educated youths and adults of all ages can improve their life chances, standards of living, and occupationally-based social status and are more able to protect their health, avoid sexually-transmitted diseases and to take care of their own children (and improve their educational prospects). At a more macro level, estimates of the costs of illiteracy and under-education (in terms of lost productivity) to countries as a whole have generated astounding figures for the annual loss to the GDP: Ecuador and the Dominican Republic (US\$25 billion), the State of São Paulo in Brazil (US\$209 billion), and South Africa (US\$68 billion).
10. Generally, and understandably, adult education policies in poorer countries tend to focus on literacy and basic education, whereas developed countries have moved into a broader lifelong learning framework. However, some South-East Asian countries with well-performing economies are making a 'policy jump' from adult education as adult literacy and basic skills towards adult education within a lifelong learning policy framework as seen in places like South Korea and China where there has been the development of comprehensive adult education policies (as adult education is seen as the necessary condition for the development of a modern society and economy and the progress of science and technology) and regular national five-year plans.

Constitutional and legislative support

11. A number of countries have some kind of constitutional reference to youth and adult education as a right and that this should be the basis for any adult education policies. The African statement on the power of youth and adult learning and education for Africa's development made at the CONFINTEA VI Preparatory Conference in Nairobi in 2008, states that the comprehensive national youth and adult education policies and action plans that every country should have "should be backed by legislation". The international literature shows that some countries have several instances of ad hoc legislation (often related to funding) and others, particularly those that have a lifelong learning vision, have comprehensive acts, such as the Republic of Korea.
12. The international literature examined suggests that having well-articulated, officially ratified, comprehensive adult education policies (allied to strategic plans of some substance) is one of the criteria associated with successful adult education systems, as is comprehensive legislation (and not just ad hoc funding legislation with short term goals) is similarly an indicator of the sound health of a robust system. South African policies on adult education have been very narrowly focused on adult basic education, and general adult education legislation is virtually non-existent.

Institutional forms and their articulation across sectors

13. The international literature shows that the institutional forms used for the management and provision of youth and adult education have some commonality with (including sometimes articulation with) the regular educational institutional types – in other words the forms are quite conventional. The difference lies in the right and means of access to these institutions. The literature survey found little evidence of unique institutional forms for youth and adult education provision (except perhaps for the Scandinavian study circles system). What was different related to how easy it was to access them and how well they articulated with the conventional education system. Some findings of interest are:
 - o Where adult education is governed by multiple ministries, inter-ministerial committees of real substance seem to be a feature of successful adult education systems.
 - o Many countries have multiple institutional forms of both formal and non-formal adult education all fully funded or subsidised by the state. There is a wide range of sub-systems or modes of adult education provision.
14. Clearly in such a situation of variegated institutional forms, governance and administration is complex and require well-managed systems of articulation.
15. By contrast South Africa has only overtly supported one narrow component of adult education (adult basic education), though it has a qualification and standards system designed to facilitate articulation. It is clear that there remain considerable difficulties, and it is not clear at all that there is active inter-ministerial collaboration on adult education.

Governance

16. Institutional governance arrangements tend to fall into two streams. The one (no doubt influenced by the triumph of market fundamentalism and significant growth of democratisation in the world), has argued against centralised command and control in favour of decentralization policies (often with very mixed results where there has been a delegation of responsibilities and unfunded mandates rather than of decision-making). The second stream (based more on the evaluations of failed implementations) has warned about the necessity for good coordination (particularly in a multi-sectoral domain such as adult education). The two answers are, of course, in tension with each other. The one call is for greater devolution, decentralisation both organisational and financial, and even autonomy, accompanied by public consultation, consiliar arrangements and the partnership with civil society. The other call is for more regulation, monitoring and quality control by central government administrations.
17. In the highly developed world, adult education provision tends to be done by civil society organisations funded by government. Indeed in a number of countries' private sector and non-governmental adult education provision is legislatively protected from undue state interference. In the developing world where the priority targets of adult education are large masses of people (and sometimes even a majority of adults) the arguments for (central) state control (and therefore the institutional forms congruent with this) have more salience. If governments feel compelled to provide formal certificated school equivalency adult education (because all citizens, of whatever age, need to have attained at least the level of compulsory schooling) and also view adult education as an integral part of a policy of lifelong learning, then the growth of state control and funding become almost inevitable. But it also needs to be noted that as the developing countries (notably the BRIC countries) strive to become modern middle-income countries, their adult education provision moves away from an original focus on basic literacy towards continuing and lifelong learning and there is consequently a need for the more varied institutional forms (and governance models) associated with continuing education in a complex society.
18. The main patterns are as follows
 - A substantial department or departments within an education ministry (or equivalent) and
 - a relatively independent authority or agency (though often under the formal control of a ministry) delegating responsibility to local agencies (either of government or civil society).
19. The international evidence looked at shows that the successful adult education systems have governance and planning nodes of some substance at both national and state/regional level and that they have a high degree of autonomy from the more conventional schooling bureaucracy. In many cases the more operational institutes or centres are paralleled (also at various levels) by inter-ministerial and stakeholder representative councils.
20. By contrast South Africa's adult education governance has been characterised by the retention of under-resourced low status sub-sections of the formal school education bureaucracy at national and provincial levels with little policy, planning or implementation capacity. The one major success in recent years, the Kha Ri Gude

adult literacy campaign, had a degree of such autonomy.

Staffing and management

21. There are two main issues here that are particularly important in the developing world: the training of practitioners (and their professionalisation) and conditions of service.
22. The situation is beset with the treble problem of insufficient supply (partly because of insufficient practitioner development institutions), poor career prospects (partly because of the way formal schooling bureaucracies manage staffing of adult education), and, particularly for the lower level practitioners, poor conditions of service. The need for a larger professional cadre of qualified adult educator practitioners (and managers) is an international one. In many countries adult education is going through a process of professionalisation as the only sure way that the adult and continuing education can claim its rightful place as a respectable sector in the education field.
23. South Africa is beset with all these problems, now made worse by university administrations crassly dismantling the modest infrastructure of adult education departments at their universities and the threats of closure of the excellent Higher Certificate programmes run by some of them (the legacy of which was crucial for the staffing of the Kha Ri Gude campaign).
24. Brazil has a particularly interesting model for staffing its AlfaSol literacy and adult basic education programme where partnering higher education institutions train a new batch of educators for each six-month programme cycle from the communities targeted. Those who have been through the training are encouraged to enroll for formal teacher training and thus entering the mainstream system of teaching. The model of teacher training offers extensive pre-service and in-service support and has proved to be successful and well-monitored and evaluated. The transfer of teacher capacity from the campaign to mainstream/formal teaching situations can be regarded as a way of capitalising on the training and experience of these teachers.

Qualifications and the qualifications authorities

25. A National Qualifications Framework (NQF) can be seen as an organizing principle for both formal and non-formal education within the perspective of lifelong learning. In developing countries they can be seen as providing the necessary framework to enable people with low levels of basic education to gain validation of what basic learning they have (formal or non-formal) and to go beyond it. In the context of global competition, work mobility and the new knowledge economy, adult learners have to be able to move beyond the mere communal validation of knowledge to a more public and national system of validation that allows them to access further opportunities to develop new, wider and more complex competencies both nationally and transnationally.
26. The move to have National Qualifications Frameworks is likely to sweep Africa in the next decade, a perhaps inevitable consequence of globalization and the internationalisation of standards in education and training. South Africa, with its all

encompassing National Qualifications Framework has, of course, played a leading role in these African developments.

27. However, the pre-CONFINTEA VI sub-Saharan Africa report, *The development and state of the art of adult learning and education* (ALE) has expressed certain cautions about national qualification frameworks as beneficial to adult education:
- The intellectual technology of level descriptors, unit standards, specific outcomes, assessment criteria, cross-field outcomes, etc. are complicated and often mystifying (contrary to the rational intentions of a NQF) and it takes an inordinate amount of training to equip an educator or trainer to understand what the unit standards require and how to apply them in the learning environment.
 - The effort required to develop standards and courses and qualifications based upon them and to be registered as a provider is incredibly resource intensive. Those resources go inevitably towards the mainstream and profitable sections of the education and training enterprise. NGOs providing adult education tend to be further marginalised in such a set up.
 - Many unit standards have exit levels that are over ambitious and become formidable and unachievable obstacles to further learning.
 - Integration and moving between academic and vocational qualifications and between formal education and the world of work, remains difficult.
 - Not all adult learners want accreditation. Many come to learn focused skills, yet it is becoming increasingly difficult for providers to gain resources for other than so-called accredited programmes.
 - The process of implementing the recognition of prior learning (RPL) is proving to be complicated and cumbersome and more work must be done to render it "operational" on any meaningful scale. Problems regarding the RPL relate to its inaccessibility (and the self-interested refusal of educational providers to engage with it).
 - A NQF encourages the overwhelming dominance of a discourse of standards and certification that, quite literally, renders formal most education and training provision, which can have dire consequences for genuine non-formal education and its providers.

The issue of the recognition of prior learning

28. In modern societies recognised educational qualifications are a crucial factor in career advancement. It therefore becomes a matter of importance that people understand how qualification systems function and how their knowledge, skills and experience can be validated (including through the recognition of prior learning). The Republic of Korea has an Academic Credit Bank System administered under the Act on Credit Recognition and Others, with an aim to formally recognize the diversity of learning outcomes and qualifications attained outside school boundaries, and confer degrees to individual adult learners who have successfully earned and accumulated a required amount of credits (many of them earned through government-approved courses at junior colleges or universities). There is also a limited curriculum Bachelor's degree for self-education (by examination only). In India certification has been introduced via the equivalency programme of the National Institute of Open Schooling and a few State Institutes of Open Schooling for neo literates and other groups of the National Literacy Movement. China has a Self-taught examination system which offers national examinations for

diplomas. It had about 9.6 million candidates in 2007.

29. In South Africa it is clear that recognition of prior learning is not functioning well (indeed hardly at all) and there are huge vested interests (particularly in higher education) inhibiting easy access and the rational accumulation and transfer of credits. This has a particularly harmful impact on poorer students starting their higher education career with Higher Certificates and Diplomas.

Provision and its modes

30. A striking commonality in the literature is that the big and successful delivery systems have a wide range of programmes in both type and mode of delivery and, because of the complexity of the field, various degrees of devolution. They do not put all their eggs in one basket.
31. There is not much evidence of any new innovative alternatives in provision for youth and adult education. What leads to success is not any particular type or mode of provision. What is crucial is that there are bodies or nodes of governance for whom adult education provision is their sole concern, adequate funding, ease of access (in every sense) to learners, and rigorous assessment, monitoring, and evaluation.
32. Some interesting individual points from the literature survey:
- Programmes for male youths may need special attention as the evidence is piling up that, once there is a degree of sexual equality in access to conventional schooling and higher education, males will comprise the majority of the undereducated in our society.
 - Popular local education centres in communities seem to work well in many countries.
 - The potential for distance education (including open access institutions) is huge.
 - A sole focus on literacy and adult basic education is a mistake – adult secondary and continuing education must be a priority too.
 - Adult education through municipalities is very common.
 - A greater range of post-schooling qualifications is helpful, including two year degrees.
33. State funding of provision tends to be directed at special target groups and (unfortunately, often tends to be ad hoc and short term) as in the United States of America where the main types of fundamental provision that are beneficiaries of state funding, are adult literacy, adult basic and adult secondary education and English as a second language. Non-profit providers (whether state, private sector, religious bodies or NGOs) are contracted according to clear criteria and performance agreements (which include formal assessment of learning outcomes and in some cases job placement), but there is no standardisation on educational approaches, the detailed curriculum, etc. Another area strongly supported by state funding is post-secondary education, mainly via programmes that increase access to post-secondary education for disadvantaged students by strengthening the capacity of colleges and universities that serve a high percentage of disadvantaged students, and provide teacher and student development resources. What is of note in the United States system is the wide variety of institutions available: technical or vocational institution, 2-year community or junior colleges, and 4-year colleges and universities. The delivery system is therefore very diverse with both credit and non-

credit offerings in all the vocational fields. The main provider institutions are community colleges, technical colleges, business and industry associations, unions, and for-profit educational institutions.

34. Sweden has a comprehensive but variegated set of formal and non-formal provision, adult basic, secondary and vocational education and training offered by municipalities and immensely popular non-formal education through associations of study circles and folk high schools. Funding is both directly by the state (mainly via municipalities) and via civil society associations (which are subsidized by the state).
35. In the Republic of Korea providers include registered lifelong education facilities, corporate bodies, and groups as well as registered private teaching institutes and some non-formal education providers. The current government has also launched schemes to nurture selected higher education institutions into leading providers of lifelong learning programmes for the regional community.
36. In Brazil most youth and adult education is done at municipal level but is typically funded and managed overall through national programmes of the state or the private sector. A good example is the National Inclusion Programme for Young People which assists young people aged between 18 and 29 with low levels of education and without formal jobs who were living in state capitals and a number of urban regions, offering them the chance to finish their primary education integrated with vocational training and community action in an 18 month programme that includes finishing their primary education, computer literacy, and qualifications in three jobs within a range of similar occupations. They can also develop a community action project and formulate a plan for their further vocational training. There is a similar, though smaller project, that works with rural youth.
37. The aging of Russia's population has been paralleled by a growth in continuing adult education on which the Russian adult education system focuses. There is a unified system of continuing education at over 2,000 educational institutions and 1,000 on-the-job training sites.
38. India, since independence, has tended to prioritise literacy instruction as the main form of adult education. The main delivery point is at Continuing Education Centres manned by an Animator and it functions as a library, reading room, training and information site, venue for cultural, sports and discussion events. The Continuing Education Centre is seen as a permanent institution, located in a public place and open to all. A major role is played by NGOs which offer adult basic education programmes with support from these centres (though such support is in some cases restricted to narrowly defined adult basic education).
39. China claims to have the biggest and most-diversified adult education system in the world. It has a large number of colleges, universities, secondary, junior high and primary schools solely dedicated to adults (nearly 60,000 institutions in all) though the Chinese system focuses mainly on post-training and continuing education for the employed.
40. Of note in provision modes are
 - The broad range of diploma and degree qualifications in the United States of America.

- The open access to provision and examinations (the latter sometimes being totally free (as in Brazil for the National Examination for Certification of Youth and Adults). Of note is China's self-taught examination system for diplomas.
- Community learning centres are common in Asia and have been set up to provide flexible programmes for adults and include reading spaces and computer facilities, thus providing a literate environment at community level.
- Small libraries are in essence small multi-purpose community centres.
- One-Stop Career Centres to provide information to job seekers and access to a broad range of employment and training services.
- Mobile education centres (in medium-sized buses).
- Distance and ICT-based e-learning (with China's Ministry of Education arguing that modern distance education is a necessity for the construction of an open network for education and the system of lifelong education in the age of a knowledge-based economy).

Assessment

41. There is a clear international trend for assessment to be taken much more seriously (parallel to what has happened in conventional schooling and post-school education and training). For assessment that leads to certification, the major issue has been the nature of the equivalence of such certification to that of the formal initial education and training system.
42. The United States of America is particularly interesting because of the institution of the General Education Development (GED) examinations which are equivalent to a high school diploma. It is almost universally recognised by employers as equivalent to a high school diploma and successful candidates generally improve their earning capacity. Clearly it is important that any open access second-chance adult examination system must not dysfunctionally provide an incentive for high schools to extrude students as drop-outs. Two ways of preventing this are to make sure that the standard is not easier but more rigorous than that of the equivalent level of schooling and to set a minimum entrance age. The former principle is advocated in a number of countries as is seen in the Chinese slogan "easier entrance and stricter exam marking schemes". This practice helps avoid the danger of adult education qualifications being seen as inferior to schooling ones. It can be argued that South Africa's new National Adult Senior Certificate (NASCA) should have very rigorous assessment. In Brazil there is the National Examination for Certification of Youth and Adults which is an assessment instrument offered free to people who have not had the opportunity to finish their studies at the proper age.

Quality assurance: monitoring, evaluation and research

43. Quality assurance can be seen as combining the verification of the assessment of learning outcomes, the monitoring of adult education programmes and the evaluation, both institutional and programmatic, of adult education provision. Research can be seen as undergirding all aspects of quality assurance.
44. The evidence is clear that healthy youth and adult education systems have good

monitoring, evaluation and research and that all of these require excellent flows of accurate data.

45. Universities, and departments of adult education in them, play a particularly important part in such work.
46. Of particular note are the twelve benchmarks developed by the Global Campaign for Education in 2005 for monitoring adult literacy provision and the Literacy Assessment and Monitoring Programme (LAMP) run by the UNESCO Institute for Statistics (UIS) since 2003 and piloted in a number of countries. Another interesting initiative is the Programme for the International Assessment of Adult Competencies (PIAAC) managed by the OECD and currently implemented in 27 countries in Europe, the Americas and Asia, the results of which will be available at the end of 2013.
47. Research capacity is a necessary component of any healthy education system. It is equally clear that the more successful adult education systems have such research capacity, though there remain considerable difficulties associated with the data required for research studies. Most countries with effective adult education systems have a signal role for universities as research and policy resources for the system, but the African statement expresses great concern at the lack of recognition of the role of universities in adult education and South Africa has seen a virtual demolition of the university-based adult education that existed in the 1990s.
48. Data supply is an ongoing problem in adult education, made worse by the variegated nature of the field. The inability of South Africa's Department of Education to gain reliable data on the public adult learning centres has been an ongoing problem for years. But data can be generated, swiftly and efficiently, as the Kha Ri Gude adult literacy campaign has demonstrated. Future funding for all implementation should resolutely be dependent on good data flows.

Relationship with and service to communities and civil society

49. Most of the current international literature on adult education systems is curiously silent on the issue of relationships with and service to communities, business and industry (including graduate placement programmes). This is no doubt partly explained by the dominance of a fairly instrumentalist approach to adult education internationally and in South Africa. It is an approach that has led to formal adult education in South Africa missing out on the vital importance of adult education's social mission.

Funding

50. On the state of funding arrangements for adult education in Africa, the Nairobi statement argued that youth and adult education is seldom viewed as an investment but is rather simply regarded as an expenditure and that the costing of adult education requires adequate needs assessment, research data, and accurate budgeting.
51. The sources of adult education funding are
 - public monies, mainly expended via ministries of education but in reality

- considerable amounts are spent by most ministries (though it is normally poorly documented) either centrally or via decentralised or local budgets
 - foreign aid (some public, some from international organisations) which may in many cases be indistinguishable from public funding if the foreign aid is directed through the government
 - private financing (from the private or corporate sector)
 - civil society financing (civil society support to adult learning and education e.g. religious institutions, unions, NGOs)
 - private donor financing
 - learner contributions (through tuition fees and other charges).
52. There are considerable variations in how public monies are distributed.
53. In the United States of America legislated federal funding is disbursed via each state competitively to eligible non-profit providers – community-based organisations, faith-based organisations, literacy organisations, community, junior or technical colleges, institutions of higher education, correctional institutions, libraries and other public or private non-profit institutions, using quality criteria identified in the respective legislation. There are strict performance accountability requirements via a National Reporting System. For some funding, state agencies have to provide some percentage of matching funding. Problems with this funding model arise mainly from the onerous data collection and management burden that is part of the accountability measures.
54. In Sweden the state finances adult education through state grants in the form of general government grants to municipalities plus the municipalities themselves provide facilities and subsidies to study circle associations.
55. In the Republic of Korea funding comes nationally from the Ministry of Education and Human Resource Development but mainly from metropolitan and provincial budgets. The corporate sector also plays an important role in funding vocational and workplace training. There are also over 188,750 private teaching institutions which are extremely profitable,- the total expenditure is over seven times the government's total lifelong education budget
56. Brazil's funding of adult education has at times been hampered by the problem of unfunded mandates. The fact that public adult education is not allowed to charge fees (though it is allowed in the private sector) is a major factor here. Government grants go 60% to states and 40% to municipalities, some of which is in turn disbursed to contracted NGOs.
57. Generally all countries report an insufficiency in the budget allocations for adult education. Several countries now have a skills levy system for vocational and technical training.

Equity adjustments in funding

58. Some countries have means of adjusting funding so that disadvantaged and poor regions or groups of people receive preferential support.
59. In the United States of America the Adult Education and Family Literacy Act grants to each state according to the ratio of adults with less than a high school diploma

level of education. A similar provision based on a ratio of adults ages 16 and older who do not have a high school diploma and are not enrolled in secondary school. This applies to grants from the Workforce Investment Act of 1998.

60. In Sweden the government grants aim to equalise inequalities between all municipalities and county councils.
61. In Brazil funding of adult education in municipalities is weighted according to the poverty of the area. No fees may be charged for public provision. A number of federally funded institutions now have to reserve a percentage of their places for youth and adult learners. In Brazil the apportionment of the funding for the state level structures of the National Literacy Mission is done according to the level of illiteracy and under-education in the various states.
62. It is clear that South Africa faces the same problem as most countries – getting sufficient funding to meet the estimated need. Positively South Africa already has a skills levy, a growing phenomenon internationally, though how it is distributed may be a point for discussion. Inter-ministerial co-ordination is both a challenge and a promising area in respect of funding.
63. It is also clear that in many countries the granting and continuation of funding is much more rigorously based upon competition amongst providers and well-monitored performance.

Many countries have much better regulations for the distribution of funding in an equitable way. One notes that there continues to be enormous disparities between the provinces regarding funds for adult basic education

64. It seems common practice not to charge tuition fees for basic adult education.

THE SOUTH AFRICAN LITERATURE REVIEW

65. This literature review examined the existing institutional forms that cater for the education and training needs of out-of-school, unemployed youths and adults (including, but not limited to, public and private adult learning centres, public FET colleges, private FET institutions, NGOs, community-based organisations (CBOs) and faith-based organisations (FBOs) in South Africa. The review further examined other “supplementary” institutions or agencies, two of which were discussed in some detail: the Sector Education and Training Authorities (SETAs) and the National Youth Development Agency (NYDA).
66. The approach adopted to achieve this review was to consolidate the sixteen topics in the original terms of reference into six broader ones, which were used to analyse the various institutional forms.
67. The first topic discussed the uniqueness and distinctiveness of the specific institutional forms and how many of them were operational, their provincial spread and footprint in communities. The second topic analysed their accessibility and the number of youths and adults they cater for. This section also discussed the capacity of the institutional forms to absorb large numbers of learners. The third topic outlined their programmes or qualifications, modes of delivery, issues of quality assurance and whether their programmes and qualifications articulate with those of other educational institutions. The fourth topic addressed the relationship with and service to communities, business and industry. Essentially this section examined the institution’s responsiveness to the needs of the communities and business, in relation to graduate placement programmes. The fifth analysed the capacity of the institutions in terms of governance arrangements, institutional management, and general human resources (academic and support staff). The sixth and final section looked at how the institutions are funded and/or mobilize their own financial resources.
68. The legislation establishing various forms of institutions meant to provide out-of-school youths and adults with education and training opportunities include, but are not limited to the:
 - Adult Basic and Education and Training Act 52 of 2000
 - Adult Education and Training Act 52 of 2000
 - Further Education Training Act 98 of 1998
 - Further Education Training Act 16 of 2006
 - Further Education Training Section 78 Bill of 2011
 - New Institutional Landscape National Plan for FET Colleges in South Africa of 2008
 - Higher Education Act 101 of 1997
69. The above legislation forms the policy framework meant to establish institutions which can absorb large numbers of youths and adults. There is other legislation, which is meant to contribute to the strengthening of the established institutions. These include the Skills Development Act 97 of 1998, its amendment Act 37 of 2008, the Skills Development Levy Act of 1999, the National Skills Development Strategy (NSDS) and the National Youth Development Agency Act 54 of 2008 and the Non-Profit Act 71 of 1997 which establishes the Directorate of Non-profit Organisations, which is meant to register non-profit organisations.

70. While the legislative and policy framework seems impressive on paper with regards to catering for out-of-school youths and adults, this target group continues to experience challenges in accessing education and training opportunities. The Green Paper for Post-School Education and Training frankly acknowledges this fact by asserting that:
- One of the main problems of the post-school sector is its lack of diversity and the weakness of many of its institutions. Inadequate quality, quantity and diversity of provision characterise the post-school education sector as a whole.*
71. In response to the challenges, the South African literature reviewed in this report provides the diverse education and training institutional options available for youths and adults, without promoting a single community education and training centre (CETC) model, as contemplated in the Green Paper for Post-School Education and Training (2012). The literature offers possible models that might need further conceptualization and research to refine them. These possible models were provided as recommendations to the DHET constituted Community Education and Training Centres Task Team.

The Public Adult Learning Centre model

72. Though there are a number of challenges highlighted and discussed in this review, there are valuable lessons learnt from some of the centres that have the infrastructure and resources. One such lesson is the use of disused schools and stand-alone government facilities and turning them into multipurpose adult education and training centres operating throughout the day. This will give the centres distinctive institutional identity. With visionary leadership these mega-centres could establish small satellite centres within a 10km radius to minimise travelling by the learners. Existing implementation of this model is particularly evident in provinces such as a Gauteng, KwaZulu-Natal and Western Cape, where they are called community learning centres (CLCs). Some centres are established and managed by communities and registered with the departments of education for limited funding and other kinds of support.
73. There are a number of advantages of this model. Firstly it is cheaper because of the use of existing infrastructure; disused schools and unused municipal facilities. Secondly it will give the community education and training centres an identity like the schools with distinct branding and signage. Thirdly it will anchor adult education and training within communities and give meaning to the concept of lifelong learning. Lastly it will increase the capacity of centres for easy access by the learners and the community at large.
74. As discussed in this review the key to the success of this model is adequate and sustainable funding to strengthen them in terms of human resources, infrastructure, and the supply of educational materials and development of relevant curricula. As model, the PALC has great potential, but to date it has not been well-supported or funded.

The public FET colleges model

75. The housing of Community Education and Training Centres (CETC) in the public FET colleges is another possible option. This is because of their accessibility to all communities, especially rural communities. Most of them have an already existing infrastructure and in some cases facilities that can be utilised by the CETCs. Furthermore there is also a natural synergy that already exists between FET colleges and adult education programmes in that they fall within level 1 and 4 of the NQF, which are quality assured by one quality assuring body, Umalusi. In theory, it should not be difficult for FET colleges to extend their programmes to include AET and the proposed NASCA programmes. The linking of public FET colleges and CETC is one of the options proposed by the Green Paper for Post-School Education and Training (2012).
76. From the gleaned literature both institutions have a combined capacity to absorb more than 700 000 out-of-school, unemployed youths and adults. This model, if successfully conceptualised, has the potential to offer this target group a viable alternative and option of accessing post-school education and training programmes.
77. However, for this model to succeed, the public FET colleges will have to be capacitated in terms of the increase in the number and quality of human resources, especially curriculum implementers and management,- some in terms of facilities, an increase in the numbers of classrooms, infrastructure such as laboratories and workshops, and provision of adequate funding. This will enable the colleges to increase their capacity to exceed the current theoretical capacity of 400 000 learners.

The Community College model

78. This model incorporates parts of FET college and Community Learning Centre models. The community colleges are post-school structures that seek to breach the gap between school and university, by offering programmes that lead either to employment, self-employment or further study through a university or university of technology. They will offer adult education, academic and vocational programmes to enable learners to make a choice based on need and interest. Like FET colleges the community colleges should have a great community reach and strong links with higher education institutions, business and industry. The current FET colleges can be converted into community colleges after incorporating Community Learning Centres and PALCs. For the model to work, it will require major changes in legislation, infrastructure and curriculum re- configuration. These changes will take some time to be planned and implemented. While it is innovative and shifts the paradigm in the post-schooling education landscape, the model will be very expensive to implement.

Community Learning Centres

79. In addition to the above institutional types covered in the literature review, we here also include (in table form) examples of different Community Learning Centre

types, based on secondary research, Task Team member inputs and desktop research.

Table 4. Examples of existing Community Learning Centres by institution type (*Note: these examples are by no means exhaustive, but illustrative of current approaches*)

Type	Examples
Public Adult Learning Centres upgraded in some way	<i>Various attempts to upgrade PALCs into genuine community learning centres, but limited and not sustainable due to reliance on foreign donor funding.</i> Umzinyathi Community Education Centre. is aKZN DoE facility in Dundee functions as a PALC, offering ABET and Senior Certificate programmes, plus a small library with internet access. It uses the facility of a substantial site of a closed-down former teachers' training college, with facilities such as a life sciences lab for local school use, and classrooms used for workshops and tutorials for distance education programmes by Unisa and UKZN. Sijonga-Phambili Community Learning Centre was established in 1985 in Houtbay, gained its own premises in 2002 and offers ABET and SC classes, together with some limited skills training. It has a full-time centre manager. Siyabuswa Educational and Development Improvement Trust is a multi-purpose centre with two satellite centres that grew out of a high school tuition project. With donor funding it has become something of a ICT hub with strong support from neighbouring universities (which also leads to it being well-researched). The project is hosted at a community centre with two computer labs. It provides ABET training, training in computer literacy for school children, adult learners and the rest of the community. It is said to have strong community support, regarded as a place of excellence.
Company-based Private Adult Learning Centres	<i>Provide formal ABET classes to workers following pressure from unions in the 1980s. Mainly located in industrial or business settings as part of worker upgrading programmes. Usually well-managed, resourced and staffed. Many only open to employees, though some open to surrounding community, based on available space.</i> Adult learning centres operating in the mining sector. <i>Baseline study of ABET in the Mining and Minerals Sector: Improving provision and delivery</i> (Baatjes, Aitchison and John, 2002). At that time almost 20% of companies had their own private centres, offering basic home language literacy, numeracy and English language, with programmes either part or full-time.
Community-based Private Adult Learning Centres	<i>These two examples of adult learning centres provide formal ABET and SC classes, but are more comprehensive in scope:</i> St. Francis Adult Education Centre (Langa, Cape Town, W Cape): well-known, centered around a large day, night and weekend school serving about 4000 adult learners annually with well over 100 educators. Operates from 10h00-16h00 daily, teaching ABET and Senior Certificate courses, as well as a range of skills programmes including computer literacy, sewing, fashion design, music and drivers'licensing. St Francis also runs a tertiary level Technology Education Training programme. Fees for adult programmes are less than R120 per year per learner. Fairly comprehensive facilities and projects and programmes including: a church, pre-school, computer training and resource centre, a fashion design school, a driving school, a disabled rehabilitation centre, a day and night school. In addition it also runs a school feeding scheme, a refugee language programme, pensioner and scouts clubs and serves as pay-out point for social grants. Tembaletu Community Education Centre (Pietermaritzburg, KZN): serves both the city and the surrounding areas. Facilities include a public reading room and a specialist reference library housing educational materials and texts for ABET, school and university learners- anchored by the Resource Information Centre and an HIV counseling and testing unit. Other programmes are run by nine other NGOs housed at the centre, including: career counseling; study skills training; food garden training; human rights, democracy and development training for the youth; ABET and Secondary Education classes; second language communications courses, and a wide range of ad hoc skills training and organisational development courses and workshops. Share Adult Learning Centre (Helderberg, W Cape): serves communities in area since 1990. In addition to ABET and Senior Certificate classes, also some skills training in sewing and computer skills, and a community development project using REFLECT approach. Serves as administrative office for the Adult Learning Forum, an association in the province.

Type	Examples
Community training and learning centres hosted by NGOs	<i>These are training centres hosted by NGO, usually focusing on a specific sector and expanded into other education programmes:</i> The Valley Trust Started in 1953 providing health services and has moved into small scale agricultural development. Mainly serves the local community, but is also the training facility for participatory rural health and development workers. Khululeka Community Education Centre Supports mainly early childhood development by training ECD practitioners. They also have a small computer unit with internet based adult literacy and numeracy programmes for use by trainees with limited basic education. Hantam Community Education Trust (Colesberg, W Cape): In existence for 22 years, it started as a pre-school facility for children of farm workers, expanded to a school, ECD programme, parenting programme, youth empowerment training, a health outreach and HIV education support programme, INSET training for teachers and a primary health care clinic and pharmacy. Tshwane Community Learning Centre (Onderstepoort, Gauteng): NGO started in 1987 as an early childhood development centre, now provides formal schooling, homes for destitute children, primary health care and a small skills training and in-come generation centre. Kgautswane Community Development Centre Established in 1994 to foster development projects in the community, focusing on rural development. At some point programmes ran from the centre included orphan and vulnerable children care, sewing, crafts, post-making, fencing, brick-making, poultry, piggery, food gardens, shoe repairs, a village bank, a library, a computer centre, a retail post office, creches and tourism. Commonwealth Learning report in 2005 found many of these programmes poorly functioning and little integration.
Community service centres with education add-ons by NGOs	<i>Many NGOs, in addition to a core service also provide community education programmes from their centres/offices. Many of these are HIV/Aids and Health NGOs, because of the impact of the HIV pandemic, many community education centres have a core focus on health education, but also run other programmes:</i> Clouds of Hope (Underberg, W Cape): in addition to direct AIDS education and an orphanage, it also runs vocational classes to empower women in the community. Woza Moya (near Ixopo, KZN): in addition to HIV community care and support programmes, it also provides services in areas of home-based care, youth and child care, ECD, food security, paralegal services, youth and social media. There are also field staff who work in rural communities. Hillcrest Aids Centre Trust (Hillcrest, KZN) provides home-based care, horticultural, and craft production for income generation. Refilwe Community Project (near Lenasia, Gauteng): started as a primary health care clinic, which incorporated home based care and TB management programmes, a hospice, school and shelter for abandoned children. Expanded to a national NGO to provide enterprise development programmes: life skills training, business support, day care centres, sewing groups, gardening groups, an internet cafe, and skills like beadwork, crafts and ceramics.
	<i>Multi-purpose centres are primarily information and service orientated, with information, facilities, training and service made available by providers sharing the same space in a cost effective manner. They range from centres that provide services that include community services, government service centers, resource centres, ICT telecentres, entrepreneurship and small business development centres. These non-governmental MPCCs are not very sustainable.</i> Also include the 149 government's Thusong Centres, with a six-block service model: (a) Government social and admin services: grants, housing, personal documents. (b) Office services: phone, fax, copy, print, DTP, postal services. (c) Education and skills development services: ABET, FET, specialised training. (d) LED services: small business advice and development. (e) Business services and community opportunities: SME enterprises, other private sector services such as retail and ATMs. (f) Information and communication activities: government information and on-site guidance regarding services, community information and awareness.

Type	Examples
Trade union and worker education centres	<i>Trade unions – like other social movements - historically have always included a strong component of education and training in their work. The following are examples</i> Elijah Barayi Memorial Training Centre: established in 1993 by the National Union of Mineworkers, it is a residence-based training facility, teaching trade union and leadership skills. In addition the centre also developed and now offers a range of certificated courses in such areas as computer training, basic economics, business writing. The centre trains about 500 workers per year, mainly NUM members. A second centre linked to the Elijah Barayi centre was opened in Midrand in 2010. Both are funded by the Mineworkers Investment Trust and it operates as a section 21, non-profit company Mineworkers Development Agency: has seven development centres across the country, including one in Lesotho. The development centres provide enterprise development and business skills, as well as retraining opportunities for retrenched mineworkers. An impact assessment of the DC conducted in 2000 indicated that a high proportion of trainees use the entrepreneurial training to start and continue with projects. (Phillip, 2000) Ditsela and the Workers College
Community college-like institutions	The NICE initiative advocated the adoption of the community college model, learning mainly from the US model, but also experiences of community college 'type' or 'like' institutions already in existence. The examples of the Funda Centre in Soweto and the Khanya Colleges are the obvious in this regard.

Pertinent issues: institutional types

80. This section shows that South Africa has a rich tradition of different institutional types and modes of delivering adult and youth education, both formal and non-formal and in the public, civil society and private spheres.
81. Another critical issue, especially from the international review, is the need – even when there is one system – to ensure flexibility, multiple access points and strong differentiation to meet the multiple needs of adults or youths.
82. We must ensure, as we conceptualise the new institutional model, to build on the achievements of local traditions, learn from their mistakes and design a system that is responsive to the need.

Section 3

COMMUNITY RESEARCH: IMAGINED COMMUNITY EDUCATION AND TRAINING CENTRES

Introduction

1. The Task Team commissioned community research that was conducted in local communities in the provinces of KwaZulu Natal, Limpopo and Gauteng. The research was undertaken in these selected communities and with institutions and organisations that provide educational programmes for adults and out-of-school youths, both unemployed and employed. Some of the organisations (community-based organisations (CBOs) and non-governmental organisations (NGOs)) and institutions are not based within these three communities, but have relationships with them through their educational programmes.
2. This report provides a summary of the responses of adults and youths, representatives of institutions, NGOs and CBOs as well as PALC managers. The research was undertaken in Sekhukhune (Limpopo), Pietermaritzburg (KwaZulu-Natal) and Freedom Park (Gauteng).
3. This summary is divided into seven sections. The introduction is followed by a brief summary of key concepts such as community, community education, community education models, the relationship between community education and community development and community participation. In the third section a brief description of the data collection is provided. This is followed by a discussion of the findings. The first part of the findings focuses on understanding the nature of community needs, while the second part is about imagined CETCs and focuses on assessing how CETCs should address these needs. This is followed by a conclusion that summarises the key findings of the research project. In the final section of the report a framework for CETCs is proposed and some of the implications are raised for consideration and discussion.

Conceptual framework

4. Community education is gaining increasing attention in a number of countries (Reid, Gill & Sears, 2010; Tett, 2010; Rogers, 2010; Beck & Purcell, 2010; Veltmeyer & O'Malley, 2001; Longo, 2007; Schutz, 2010; Schutz & Sandy, 2011). This comes at a time when demands for social and economic reforms are on the increase. At the same time, there has been an increase in research on community mobilisation and community organising as well as learning in social movements, with specific focus on the role of youth and adults (Cammarota & Fine, 2008; Ginwright, Noguera & Cammarota, 2006; Kgobe, Baatjes & Sotuku, 2012; Motala, 2011; Baatjes & Vally, 2012 (forthcoming); Baatjes & Baatjes, 2012 (forthcoming); Warren & Mapp, 2011). Youth Participatory Action Research (YPAR) and Community Participatory Action

Research (CPAR) are becoming important educational mechanisms through which community issues and problems are being understood and addressed.

5. As part of the conceptualisation of CETCs it is important to consider some theoretical concepts that could assist in framing CETCs as alternatives to PALCs. A carefully considered conceptualisation of community education could serve as an important way of examining and shaping the assumptions behind government policies and the ensuing practice developments. Such examination is of particular importance if the intention of government policy is concerned with making a real difference to the lives of the urban and rural poor. Current policy discourse on post-school education and training (PSET) in South Africa suggests that community education should support learning and development that leads to social justice for everyone through the development of imaginative and progressive solutions to seemingly intractable difficulties. The Green Paper of PSET, for example, makes clear reference to the role of education in addressing inequality and poverty. The selection of a conceptual framework that focuses on inequality (in relation to unemployment and poverty) as a key problem in South African society, could play an important role in the way we define and position community education.

The meaning of community

6. The term 'community' has different meanings. It remains a difficult notion to understand but remains an idea that is important because it describes something essential and irreducible about the everyday reality of peoples' lives and the spaces where those lives are lived (Tett, 2010: 13). Giving careful consideration to the meaning of community is important to those who engage in community work, how they define community and the relationships within communities because these definitions have significant implications for action. For the purpose of this summary, we divide the meaning of community into three main areas as set out by Tett (2010). Firstly, as place of locality – a social group of any size whose members reside in a specific locality, share government, and often have a common cultural and historical heritage. This is the most frequently used meaning and refers to people who have in common that they live in a particular geographical community such as a neighbourhood or village. Secondly, community as interest - a social, religious, occupational, or other group sharing common characteristics or interests and perceived or perceiving itself as distinct in some respect from the larger society within which it exists (usually preceded by 'the'): the business community; the community of scholars. This refers to people who are linked together by factors such as religious belief, sexual orientation or ethnic origin and so they share a common characteristic such as their membership of the Christian, Gay or Chinese communities. Thirdly, community as function -this refers to groups with the same profession, such as teachers, or the same role, such as community representatives, or those who have common interests such as football, which leads them to acquire a common sense of identity through the actions that they engage in together (Tett, 2010: 11).
7. For the purposes of establishing a CETC, it would make most sense to use the first definition as described above. While members of a 'community' are located within a particular physical space, it is important to note that the 'social group' is not homogeneous. Communities are often heterogeneous and

multifaceted and do not easily fit the predetermined descriptions or the values and other spiritual, territorial, economic, or 'national' attributes by which communities might be defined. Obviously there will be certain things shared by the group specifically with regard to where they reside, but the group will be comprised of men and women, young and old, of differing values and beliefs. Therefore, a 'community group' should not be viewed as the 'same', even though community members will, in all likelihood, share certain commonalities. For the purposes of conceptualising community education, we suggest that 'community' be understood as a geographically-based human relationship between a number of people who may or may not know each other, share a sense of purpose and values, interact in their work and family and share power to shape their lives. It is therefore constituted by a collection of individuals who are linked through significant connections – history, sets of values, a sense of belonging. These connections are of critical importance to community education and actions because they provide the relationships through which people work in community institutions such as schools, libraries, places of worship and so forth (Kgobe, Baatjes & Sotuku, 2012). We do, however, need to highlight that there are several historically significant and definable qualities which provide strong markers of communities in which CETCs need to support social change. These include the historical dispossession and 'resettlement' of people, their specific geographical locations, the effects of racist policies on their health and basic rights, their deliberate and planned political exclusion, the oppressive forms of control over mobility, the lack of opportunities for personal and social advancement and the numbing effects of economic deprivation and poverty (Kgobe, Baatjes & Sotuku, 2012).

Community education

8. According to Tett (2010) the primary purpose of community education is "education *within* and *for* communities". Tett sees community education as "responding to people's own concerns; works to create a shared, active and political space where wider solidarities that encompass a multiplicity of perspectives can be developed." Community education is also seen as "embracing the formal as well as the non-formal systems, seeking to mobilise all forms of education, especially the primary and secondary schools, into the service of the whole community" (Rogers, 1992). This involves a blurring of traditional boundaries and an emphasis on education that grows out of people's experiences and the social interests that are generated within communities. Others (Choudry & Kapoor, 2010) refer to this as "learning from the ground up" where the richness of knowledge production within communities emerges as a means of addressing community problems and issues. Community education usually has a different focus from mainstream education both in its curricula and in its methods. Community education is about encouraging and engaging people throughout life into learning that is based on what they are interested in, and that emerges in relation to problems and issues experienced on a daily basis. Education is developed that is relevant to the participating learners and is responsive to community priorities identified *with* people rather than *for* them. The motivation or generative themes (Freire) and purpose for learning by the participants will change over time, but if education is rooted in communities "it will allow

genuinely alternative and democratic agendas to emerge at the local level” (Martin cited in Tett, 2010: 1).

9. This idea that community education is ‘organic’ and that ideas, needs and wants come from the members of the community, rather than being imposed by outside people (even if they are ‘experts’), is very important. There are many examples of failed top-down approaches to community education in which so-called ‘experts’ imposed their ideas on communities. These largely fail because the experts ignore what community members already know and can do and what they need and/or want. They view community members as being, like the well-known expression, a ‘half empty glass’ as opposed to one that is ‘half full’. The experts think they know better (also known as asset-based approach, social pathology or the deficit model of education).
10. Community development is sometimes driven by ‘deficit’ perspectives on impoverished communities. It can treat impoverished communities as if they are largely made up of problems (often problem *people*) that need to be ‘fixed’ by outside agencies. Efforts like these are often led by outside organisations and/or professionals with few, if any, long-term connections to the communities they are trying to assist (Schutz & Sandy, 2011: 38). Pertinent examples are Arundhati Roy’s case study into the failure of large-scale dam and irrigation projects in India (The Cost of Living, 1999) and Sainath’s research (Everybody Loves a Good Drought, 1999) on the failure both in local practice, and also in policy and systems approach to change. Simply put, top-down and external expert-led development has proven unsuccessful in many contexts (Beck & Purcell, 2010: 95). Beck and Purcell in their research with youth and community workers point out the need for awareness amongst outsiders who impose their “cultural values into the communities [they] work with” and assume that it is inevitable. If this is done without careful reflection or criticism it may well lead to the unwitting imposition of one’s culture over another, which will disempower the very people whom the actions intend to empower (2010: 29).
11. Beck and Purcell further suggest useful principles about education, knowledge production and learning. They highlight “traditional non-Western forms of knowledge” which include the following.
 - a) Learning is communal. One’s identity is not as an individual as in the West, but is based on the notion of collective identity. In this context the purpose of learning is not for personal, but for improving the well-being of the community through the sharing of knowledge and collective and reciprocal activity.
 - b) Lifelong learning is understood as an informal process that is embedded in everyday experience and necessary to enable the individual learner to improve the contribution to society. Much important informal learning is created through problem-solving activities based around daily life.
 - c) Learning is holistic. It is not fragmented as in the West, but an integrated process that takes place through the mind, the body, emotions and the spirit. Learning is rooted in the experience of daily life and through participating in rituals and collective experiences.

12. Community education, just like other forms of education, is driven by different ideological and philosophical traditions. The instrumentalist and emancipatory traditions of education have been described as competing traditions by many scholars (Freire, 1970; Rogers, 1992; Jarvis, 1993; Foley, 2000). These two traditions continue today, albeit with some blurring (Baatjes, 2008; Baatjes & Mathe, 2004). However, most education is about teaching children or adults 'to fit in'; to conform; and not to question the way things are. It is about serving the interests of those in power. In recent years, education driven by the instrumentalist logic or human capital theory has received much criticism. Of relevance here is how inadequate skills levels amongst adults and youth are viewed as the causes of poverty and inequality and that learning and skills development is the solution. The logic here is that skills, education and training that is modernised and made more responsive to the needs of employers is required to make the economy work. However, the relationship between education and training and economic development is complex and there is little evidence that participating in skills development, education and training will necessarily translate into greater prosperity for all. (Marsh, 2010; Tett, 2010; Brown, Lauder & Ashton, 2010). Both studies and analyses by Marsh and Brown et al suggest that the arguments about the relationship between skills, education and training and poverty reduction and inequality is a fallacy.
13. Freire and others (Allman, 2002; Magison-Hyslop & Sears, 2010) oppose instrumentalist education which Freire called "education for domestication". He believed that education should be about getting people to understand their situation more fully and why things are the way they are, and to think deeply about and question, and finally to act in order to change what is wrong and unjust. Freire believed in "education for liberation". Work and education in communities can be about much more than people simply doing basic tasks. It should be about reflecting on what is happening in one's community and responding to what is happening with the hope of affecting some sort of change for the better, even if it is in a small way. Often the focus is on changing some aspect of the individual, as opposed to changing the context in which she or he finds themselves. Freire's problem-posing methods can assist with questioning and changing the context. The emancipatory tradition has been adopted by many community education programmes in different parts of the world (Crowther, Hamilton & Tett, 2001; Crowther, Martin & Shaw, 2007; Lovett et al, 1983; Mayo, 1997). The Landless People's Movement of Brazil (MST), for instance, believes that "to be an active citizen it is necessary to have an education to understand what is required and your role in it. Citizenship requires both an understanding and claiming of rights, followed by the exercising of these rights. To do so effectively requires critical consciousness" (Beck and Purcell, 2010: 59). Community education should tackle the urgent problems and real concerns of people living in difficult circumstances by embracing a democratic learning framework.
14. Finally, community education and development is not only about the local. Craig & Mayo (cited in Beck & Purcell, 2010) argue that

Community development is often thought of as an essentially local approach to problem-solving. With globalisation of the economy and the emergence of transnational

organisations concerned with social and/or economic issues,community development needs to rethink its approach to incorporate a global dimension.

15. The global dimension impacts on the local situation every day, in many ways and this must be part of any community education endeavour. Poor communities throughout the world share many commonalities – their struggles are often about the same things, for example, access to housing, employment, clean water, and so forth. The Green Paper on PSET also emphasises the relationships between skills, employment, education and training (SEET). This comes at a time when international studies on these relationships point to the need for a much broader conception and understandings of these relationships (Brown, Lauder & Ashton, 2010).

Community education models³

16. Various models of community education have been developed and applied over the years. These models reflect different emphases, educational pedagogies and roles of education in the process of bringing about change. These are briefly described below (for a more detailed description, see Rogers, 1992; Lovett et al, 1983):
17. **Community organisation:** This model combines aspects of community organisation and community work and relates these to adult education provision. This entails concentrating on the effective co-ordination and delivery of a wide variety of educational resources available to meet community needs and interests. It usually implies appointing community educators. This model is concerned with bringing education to the people in their own surroundings and on their own terms. The relationship between community education and social change is seen in terms of the contribution those who participate in these flexible adult education programmes can or will make to their own development and that of their community.
18. **Community development:** This model concentrates on a mixture of community work and community development. Adult educators work in communities in a variety of community projects providing information, resources, advice and, when the occasion arises, opportunities for more systematic learning and training in specific skills and techniques relevant to such action (Lovett *et al*, 1983). In this community development model an effort is also made to educate the institutions and organisations concerned with the provision of services and resources for the local community. Community development and community education are viewed as processes which could involve the whole community in a concerted effort to resolve local problems. This model is concerned with local affairs and working closely with community groups and institutions.

³ This section is taken from Baatjes, I. 2004. Norms and Standards for Funding Public Adult Learning Centres. Quarterly Review of Education and Training in South Africa, 10 (6). which proposed the need for alternatives to PALCs.

19. **Community action:** This model places greater stress on combining community education and community action, on the role of conflict in resolving problems and the importance of creating alternative institutions and organisations. It emphasises the need for adult educators to identify with, and commit themselves to, local working-class communities and the groups and organisations found in such communities. There is a strong belief that community action is in itself an educational process which offers opportunities for consciousness-raising about those wider arrangements in society which cause local problems. Initially the concern is with information for use in preparing plans. There are attempts to provide instrumental education for those engaged in community action, but the emphasis is also on radical political education. In this model the concept of 'community' is also taken seriously as a base for action and education. It also affords opportunities for helping people to create, or recreate, alternative institutions at local level to control vital aspects of their everyday lives. The word 'community' is popular because through it people can express this yearning for social wholeness, as opposed to an alienated and fragmented world.
20. **Social action:** This model places greater stress on motivation and content; on hard educational effort; on social rather than community action; on working-class rather than community education. This model is suspicious of the view that community action is, in itself, a learning process, or that just because an educator is involved in providing support and assistance for a particular local initiative, it is an educational process. Education must be more structured and systematic. Education must however act in solidarity with local people, align itself with local community action, and seek to provide specific forms of educational support which illuminate the problems which local people seek to resolve. There is also more stress on locating, through education, the origins of local community problems in the larger social, economic and political structures in society.
21. **Community mobilisation and organizing:** Community mobilisation and organising are two crucial aspects of community education. Community mobilisation essentially refers to a process of bringing together a group of people in order to facilitate a participatory decision-making process. It is an educational process through which local individuals, groups or organisations identify needs, plan, carry out and evaluate activities on a participatory and sustained basis, so as to improve the conditions around a particular issue (Levene, undated). In other words it can be viewed as a process of bringing people into a dialogue to determine who, what and how issues are decided, and also to provide an avenue for everyone to participate in decisions that affect their lives. It is intended to accomplish genuine and sustainable community empowerment, participation and development. Lewin (cited in Schutz & Sandy, 2011) argues that those closest to any change must be involved in the change in order for the change to be effective. If there is not active involvement of those closest to the issues and problems, then the best policies in the world and/or the best ideas alone will not bring about any meaningful change.
22. Community organising is about working together as a group or collective with a view to bringing about change. There is more power in a group, than an individual, and people work together to deal with and solve their issues and

problems. Organising is about getting together to work for the common good – it is anti-individual. People are motivated to join – they need to know why they should join. In contrast with more cooperative approaches to community change (like 'community development'), organisers believe that significant social change only comes through conflict with the entrenched interests of the status quo. In fact, organising groups usually seek out issues that are likely to generate controversy and tension (Schutz & Sandy, 2011: 12). It is simply not in the interests of people in relatively powerful positions to teach the less powerful how to resist them. It is argued that this is a basic fact of human society, not some elaborate conspiracy (Schutz & Sandy, 2011: 15). Organisers, in contrast, see not victims but potential actors in the same communities. While service professionals learn skills for helping people in crisis, then, organisers develop strategies for helping people come together to demand change (Schutz & Sandy, 2011: 22).

23. Activism and agency are important elements of community mobilisation and organising. Activism means acting and fighting for the values in which one believes. Activism is the cornerstone of community organising and without the involvement of activists, community action is impossible. (Lamoureux, Mayer & Panet-Raymond, 1989: 26). Kgobe, Baatjes & Sotuku (2012) argue that activism and agency amongst the youth involved in community education, function as critical elements in school reform with specific reference to literacy and numeracy. This they argue is contrary to the dominant paradigm of psychological approaches which view the youth as empty and inert vessels. Many of the youths in poor communities are social actors and agents who can change practices and social relations in communities. Therefore, youth and community activists are viewed as knowledge producers which inspire agency for personal and social transformation. Youths and adults involved in community education have demonstrated both agency and activism within socio-economic constraints and opportunities available in the communities in which they have worked.

Participation

24. The concept of participation has been central to discussions about education, citizenship and democracy. Participation, in both adult education and community education, has been widely discussed and argued for as essential to learning as well as effective development (Rogers, 1993). For Anstein (1969) citizen participation means:

"... the redistribution of power that enables the have-not citizens, presently excluded from the political and economic processes, to be deliberately included in the future. It is the strategy by which the have-nots join in determining how information is shared, goals and policies are set, tax resources are allocated, programmes are operated, and benefits like contracts and patronage are parcelled out. In short it is the means by which they can induce significant reform which enables them to share in the benefits of an affluent society" (Anstein cited in Purcell).

25. Applying Anstein's idea of participation to community education and development activities is outlined by the Community Workers Co-operative's Documents (Purcell, 2005: 195). They outline what participation is and is not:

Participation is	Participation is not
▪ A process which empowers people; ▪ Active involvement of people; ▪ Process which enables people to develop skills, confidence and knowledge; ▪ Process which is deliberately chosen and resourced; ▪ Process which requires effort and time; ▪ Process which targets those who are marginalised and excluded; ▪ Promotes active involvement of end beneficiaries and users; ▪ Power sharing and negotiation between stakeholders; ▪ Based on the articulation of interests; ▪ Underpinned by a commitment to eliminating exclusion and inequality	▪ Giving information and assuming it is enough; ▪ Asking people what they think and then disregarding it; ▪ Deciding what is 'good' for people; ▪ A cheaper and quicker alternative to centralised planning; ▪ Involving people in planning but excluding them from implementation and monitoring; ▪ Involving people in activities without prior involvement in planning; ▪ Just contact the visible mainstream groups without targeting the marginalised and excluded

(See Purcell, 2005: 194)

26. Participation should be viewed as a process of empowerment of marginalised people; people's involvement in decision-making processes; and a process through which stakeholders influence control of development initiatives, decisions and resources. Arguing for a fuller exploration of participation, Clayton et al (1997), suggests that it is more useful to view participation in terms of a continuum on which participation moves from being merely nominal and representing little meaningful or direct involvement to a transformative participation, which results in people's empowerment and in direct and effective participation.
27. Participation as theory, practice, goal and process are all important to adult and community education. In the case of South Africa, current levels of participation in adult literacy and basic education are low. Statistics suggest that participation in ABET programmes is a mere 0.1% (See Baatjes, 2008; 2004). Adult learners experience multiple deterrents to participation including structural, situational and dispositional barriers. These deterrents are often associated with poverty, unemployment, health, food, shelter and other basic human needs. Incentives, community organising and social mobilisation strategies to increase participation and deliberate efforts to address deterrents need to be strongly considered.

Democracy and citizenship

28. Education has always been regarded by many as essential to the development of citizenship and democracy, (Gutmann, 1987; Freire, 1987). The interconnectedness of education with democracy, citizenship and participation is well-established and continues to serve as a reminder of the general role of education in societies. For Freire, illiteracy is a threat to the economic order of society, a profound injustice that threatens the fabric of democracy as well as undermining the principles of democracy (Freire & Macedo, 1987). And for Dewey, the absence of democratic habits of thought and action, as part of the fibre of people, poses a threat to democracy (Olssen et al, 2004: 269).

29. Gutmann, who has based her ideas on progressive critical thinkers such as Dewey and Freire, has developed a democratic theory of education that focuses on ways in which citizens are or should be empowered to influence the education that in turn shapes the political values, attitudes, and modes of behaviour of future citizens (Olssen et al, 2004: 269). Education for democratic citizenship, according to Gutmann, is more than merely curricula reform or reforms about frameworks of learning outcomes. What is required is a commitment to a framework of democratic learning (as described by Magison-Hyslop & Sears, 2010) in which educators embody within their own practice the values and disposition of democratic citizenship as well as using their capabilities to create democratic learning environments within spaces of learning and teaching. "Only when we have communities educated into a deeper understanding of democratic principles will it be possible to involve them in a discussion which might become purposeful and effective in bringing about worthwhile change" (Olssen et al, 2004: 269).
30. Community education is an important sector through which citizenship for democracy should be developed. Community education, whether it focuses on youth or adults, will always concentrate on purposeful learning and education in communities designed to bring about change. It is often at the level of communities where people get their first experience of democracy. Therefore the expansion of opportunities for democratic life starts here where youth and adults can engage directly in issues and problems that affect their everyday lives. Government policies should provide possibilities for community education that develops a clear analysis of the nature of poverty, inequality and marginalisation. Tett (2010) captures the vision of community education well. She argues that the vision of community education is:

...about education that moves away from inequitable, individualised, deficit models of learning and brings about change in understanding both self and society that leads on to a more equitable life for everyone. Having such a vision before us helps us to take those steps that in the end make a broad path as we walk towards a more democratically just society.

Data collection

31. Pairs of researchers visited the communities in the three provinces during February and March 2012 and held interviews with various groups of community members using an interview guide prepared for this purpose. Interviews were conducted with 209 adults and youths, 15 PALC managers, 17 CBOs & NGOs, two representatives from FET colleges, two members of an old age club in Limpopo and a local skills co-ordinator.
32. Interviews were generally conducted in English. In the case of Limpopo, Sesotho was also used. In KwaZulu-Natal, translation from isiZulu into English was done. Respondents were free to respond in the language of their choice to ensure full participation.

SUMMARY OF THE FINDINGS

Community mapping

33. A community mapping exercise was used in order to develop an understanding of organisational structures and resources available that could support community education. Instead of trying to develop an extensive physical map of communities, the exercise focused on the issues within the communities, such as: what issues face the community, uniqueness of the community, education and training needs, reasons for education and training, and how community needs are being met by existing education and training institutions and organisations. This exercise was not only useful for the purpose of the research, but also for the participants to reflect on their communities and how issues in their communities could be addressed through educational programmes.

Issues facing the community

Respondents provided a picture of a myriad of issues that plague the communities:

34. *High unemployment and poverty:* One of the issues that was raised by all groups was unemployment and its relationship to poverty. The communities from which the participants come all experience high levels of unemployment and poverty, as well as a lack of services and poor infrastructure. Some of the participants have been unemployed for many years and some have never been able to access a job.
35. *Participants also made clear connections between education, skills, unemployment and poverty.* There is recognition of existing knowledge and skill within communities, as well as the need for more education and skills development. Participants provided a number of explanations including: (a) the existence of knowledge and skills (uncertified) in communities which could be used for, amongst other, infrastructure development; (b) the important role of education and training in addressing a variety of different community issues and problems such as alcohol and drug abuse; (c) the importance of technical skills, such as bricklaying, sewing and welding, were listed as important; (d) the impact of poverty and unemployment on accessing educational programmes, and (e) A number of other barriers --- structural and situational that create additional barriers to participation in education.
36. *High drop-out rate:* High attrition rates amongst children and youth were mentioned. This was attributed to high unemployment and poverty which result in children being compelled to seek work. This problem is also linked to an increase in the number of street children who often migrate to the city centres. A CETC could cater for youths and children who drop out of school and counselling could be provided for them at the centre.
37. *Alcohol and drug abuse:* Alcohol and drug abuse appears to be a common problem across communities. Various kinds of drugs are being used in communities including dagga, alcohol, nyaope. The issue of alcohol and drug abuse is clearly of great concern and suggestions for how it should be

addressed include: (a) school-based programmes and campaigns, and (b) educational programmes at the CETCs.

38. *Crime:* A further issue facing the community is that of crime. Crime takes on a number of forms ranging from the illegal selling of alcohol and drugs to cable theft. Community members are generally reluctant to report cases of crime. The issue of crime suggests that there is a need for educational programmes that can respond to issues related to crime. The roles of community police forums and the Department of Community Safety in crime prevention and management were highlighted.
39. *Suicide amongst the youth:* An increasing rate of suicide among the youth was another issue raised. The issue of suicide was not raised **in the other sites**, however, the need for counselling and the involvement of social workers was raised. Counselling and social worker support are also needed to deal with drug and alcohol abuse, teenage pregnancy and child abuse.
40. *Teenage pregnancy and child abuse:* Teenage pregnancy was also raised as an issue at all centres. Young people pointed out that teenage pregnancy results in an interruption of a person's education, particularly that of girls, as they find no-one to look after their children. The issue of child abuse was raised in Gauteng and KwaZulu-Natal.
41. *Health issues (HIV & AIDS & TB):* Health issues were raised at two of the sites. Many NGOs and CBOs provide well-developed curricula as part of their community education work, which includes a focus on vulnerable children and people living with HIV and AIDS. The importance of home-based care and basic health care training were also mentioned.
42. *Boredom:* Another issue raised was that of boredom facing youths and the community at large. Views expressed included the importance of recreational activities in dealing with boredom and engaging youths and children. Participants identified a variety of arts, cultural and sporting activities that could enhance participation in productive activities. A range of sports activities were suggested. Edu-tainment programmes as well as the role that libraries could play in communities were also mentioned. The absence of libraries and other facilities that could host these activities, remains a serious concern.
43. *Access to markets:* In some of the communities, numerous art and craft wares are produced. However, often the artists and crafters fail to access the necessary markets as they do not have access to larger markets. This problem is compounded by a lack of knowledge about how markets work and a lack of business skills. The issue of access to markets also applies to those selling agricultural products, especially those in rural areas. The harassment of informal traders by the police was also mentioned in relation to one not being able to sell one's products.
44. *Access to information:* Access to information is a serious problem in all communities. Participants mentioned different kinds of information that could benefit them, for example information about bursaries for students, career opportunities, job opportunities and para-legal advice. CETCs could house computers with internet access.

Communities are unique

45. The data from these communities clearly suggests that communities are very different and that community education should be locally-oriented and informed by its contextual realities. Whilst all the communities have in common a number of similar problems, including poverty, unemployment and under-education, they are unique in terms of the networks of relations that constitute them. Communities, due to their contextual differences, require community education programmes based on their particular needs. There may well be a common core curriculum that they all share, accompanied by community-specific curricula.

Education and training needs

46. The respondents involved in this data collection process unanimously agreed on the importance of education and training provision and delivery in their communities. There is general agreement that education and training opportunities should be expanded as part of community development projects, for example some communities do not have reasonable access to FET colleges, while others are poorly served. Some participants support the view that colleges closed over the last 10 years need to be re-opened and that more higher education and training institutions be established.
47. In addressing the education and training needs of communities, some of the concerns highlighted include: (a) access for adults to FET Colleges; (b) lack of support to study at institutions in other provinces; (c) limited access to matric programme in some communities; (d) lack of educators who can teach mathematics at PALCs; (e) lack of job opportunities for those with technical skills; and (f) limited spaces available for important non-formal education programmes.
48. CBOs and NGOs continue to play important roles in the provision of community education. Unfortunately many of these civil society organisations have withdrawn from communities owing to a decline in donor funding and pressure to conform to accreditation requirements which have become necessary to retain their operations. New CBOs are emerging in both semi-urban and rural communities as a direct result of community needs. CBOs and NGOs provide important contributions to community education and should inform the form and substance of community education programmes.

Reasons for education and training

49. Youths and adults gave the purpose for education and training as a means of securing employment. This is unsurprising given the high unemployment rate mentioned earlier. However, further discussion about the relationship between skills, employment, education and training (SEET) raised questions about reasons for South Africa's high unemployment rate and international trends that reflect the same problem. Besides education and training for employment, participants also provided other reasons for education and training: personal development; community development and addressing socio-political problems.

Existing institutions and community needs

50. Existing institutions play a limited role in meeting community needs. At present the two main institutional forms are PALCs and FET colleges. However, CBOs and NGOs were also mentioned. PALCs, according to the data provided, are increasingly attracting young people. The participation rate is low which reflects the national trend. Adults who have acquired the ability to read and write, attach great value to the PALCs while others find the programmes limiting. Existing programmes fall short of addressing the issues and concerns of community members and their lived realities.
51. The key problem with FET colleges is access. Participants felt that skills development programmes offered by FET colleges should be linked to local infrastructure development and other community development projects. For instance, participants in some of the communities were critical of municipal tenders related to infrastructure development. They argued that an alternative to tenders be considered in which the skills within communities are harnessed, developed and used for projects related to infrastructure development. This, they suggested, could contribute to addressing unemployment and poverty in their communities. The way in which municipalities could create new categories of local employment for community development requires critical exploration. While FET colleges are viewed as important sites, they should not be limited to technical skills training.
52. In addition to the two formal institutions, the educational programmes provided by civil society groups have been highlighted. These programmes seem to respond more directly to immediate community concerns. The problem, however, is the limited resources available to these organisations to impact on the greater part of communities. Volunteer groups also play a critical role which suggests that the youth have agency in identifying and responding to community problems. These community networks suggest possibilities for partnerships that could provide community education in a much more coherent and integrated way.

IMAGINED CETCS

53. This section begins to suggest how CETCs could address community needs by looking at conceptions of community education and training as well as provision-related issues, particularly programme requirements, governance, staffing, delivery venue, mode of provision, programme forms, providers, access issues, and funding.

Conceptions of community education and training

54. Community education is not well understood. Some respondents have never engaged with it whilst others had a more expanded view of community education. For some, community education is a concept where community members can be trained to acquire different skills, for example numeracy, reading and writing, but also to complete qualifications that can lead to employment opportunities. It also involves non-formal education where communities could be trained on things like basic motor mechanics and the

green economy. Also of importance for the community are entrepreneurial skills.

55. CBOs and NGOs offer a variety of programmes that respond to community problems, issues and concerns. These educational programmes are often linked to projects designed to respond to a particular issue. For example co-operatives with an agricultural focus have been established in some communities. Many examples of community education programmes provided by CBOs and NGOs exist, but lack the necessary status they deserve as important contributors to community development.

Governance

56. Respondents strongly felt that CETCs should be community-driven institutions and should offer both the youth and adults an opportunity to play a role in the governance of CETCs. For instance, the programmes offered by CETCs should be determined by a CETC Governing Body that privileges the needs of its community. The Governing Body of a CETC would require on-going training and capacity-building to ensure that the CETC is well-run.

Staffing

57. Respondents believe it is important that the staff employed at a CETC should be drawn from the community in which it is located. The CETC could offer employment opportunities to unemployed youths and adults who are provided with appropriate training to run such a centre. Staffing should also consider the knowledge and skill requirements of the programmes offered at the CETC. For example, some of the CBOs and NGOs would be in the best position to offer programmes related to problems and issues specific to a community. Staffing should therefore reflect the curricula, both formal and non-formal, offered at a CETC.

Programme requirements

58. Generally, both youths and adults lamented the lack of a practical component in ABET. This has always been a common concern about ABET in various sectors of society, including industry-based programmes (Baatjes, Motala & Hamilton, 2011; Baatjes, 2002; Baatjes, Aitchison & John, 2002). Similar to previous research, adults and youths involved in this multiple case study suggested that education and training programmes for youths and adults should have both theoretical and practical components in their content. Young people recommended that the local FET college should establish relations with organisations and companies through which students can be incorporated in education and training programmes that provide practical experience, such as apprenticeships, learnerships, internships and so forth. Some of the learnerships and apprenticeships that provide forms of situated cognition could, according to the interviewees, be connected to community needs, for instance some practical programmes directly connected to the local economic development programmes of municipalities and the EPWP of the Department of Public Works. Respondents recognise that both these programmes serve as useful employment-generating initiatives and could provide education and training, as well as job opportunities for urban and rural youth and adults. A

variety of educational programmes were suggested, including those that are currently being offered by existing education and training institutions.

59. Respondents at all three sites also emphasised the need for programmes directly linked to the social difficulties experienced by communities (socially-driven rather than economically). Programmes and areas of arts and culture were also mentioned. In some communities such as rural KZN, both NGOs and CBOs play a significant role in the provision and delivery of such programmes. Communities require skills development in these areas.
60. It was also suggested that both community radio and newspapers could be used as a mechanism to inform communities about the availability of education and training programmes.

Delivery venue

61. Schools remain ideal sites for the delivery of community education programmes. Some PALC managers felt that education and training programmes for youth and adults should be provided in existing schools. They, however, pointed out a number of problems with PALCs accommodated in schools. These include situational barriers, such as time, lack of appropriate furniture, access to basic resources and the payment of accounts, such as electricity. In the case of Gauteng where some PALCs exist as separate centres, the difficulties raised above by PALCs located in school buildings, are limited or non-existent.
62. Respondents also suggested that alternative sites for community education programmes need to be considered. In both urban and rural communities existing community halls are often under-utilised and could serve as additional centres where community education programmes could be offered. This may include FET colleges which are most appropriate especially for adults and youths interested in technical programmes that are currently offered by these colleges. Another suggestion was the use of mobile units equipped with the necessary resources. This idea has the potential for taking education and training to youths and adults in communities where they would not otherwise receive it if more traditional ways of offering education and training are used. This could be combined with forms of technology, such as distance education programmes for youths and adults with higher levels of education.
63. In some cases, new buildings may have to be erected in communities where appropriate facilities do not exist. Rural communities often do not have appropriate facilities and development projects of the municipalities, traditional leaders and government departments need to take into account community educational needs as part of infrastructure development. At present the Department of Higher Education and Training (DHET) is planning the establishment of 21 FETCs, and the construction of these FETCs should carefully consider their use as CETCs.

Mode of provision

64. Respondents suggested that programmes should be offered as both full-time and part-time programmes. Ideally the CETC should be accessible throughout

the day because many youth and adults remain unemployed and could, therefore, attend face-to-face programmes on a full-time basis. Programmes should also be available to those who work and this requires more flexible modes of provision and delivery. CETCs should be accessible at night and distance education programmes for those with higher levels of education, should be available.

Programme forms

65. Respondents recognised the importance of both formal and non-formal programmes. Formal programmes that lead to qualifications and certification are perceived as crucial to gain employment. This view is not an unexpected one given the high levels of unemployment, the formalisation of education and rampant 'diploma disease' in South Africa. The formalisation of education has also affected the work of many CBOs and NGOs that felt compelled to pursue accreditation of their programmes which means certification.
66. Respondents also recognised the need and value of non-formal programmes. In this case, non-formal programmes were seen as important ways of increasing community participation and in addressing immediate problems that may exist. These programmes could also be very specific to communities rather than general and broad. CETCs should therefore create space for people to simply share knowledge and skills in a social and convivial way.

Providers

67. Respondents proposed a variety of providers of community education and training. Firstly, PALCs and FET colleges are viewed as important institutions that should exist in all communities. In cases where these institutions are not present, clear links between them and communities should be made. CETCs should therefore provide programmes in technical vocational education and training as well as in adult education. Secondly, CBOs and NGOs should offer programmes that are important and directly linked to problems and issues in communities. CETCs could also provide space for NGOs and CBOs to offer their programmes. Thirdly, CETCs should be community-driven and should draw on the knowledge and skills that exist within communities. Fourthly, CETCs should develop relationships with other institutions such as universities to support community education and development. Fifthly, CETCs should also develop relationships with parastatals and the business sector which could provide additional resources to support the functioning of CETCs.

Access

68. The general view held by youth and adults is that institutions should be flexible to cater for people at various levels of education. CETCs should have open access and encourage people to participate in both their formal and non-formal programmes. Whilst access requirements to some formal programmes may be necessary, youth and adults should have reasonable access to formal programmes even if they do not want qualifications. Access to FET colleges requires urgent attention as many adults and youths who have completed NQF 1 programmes experience difficulty in accessing FET college

programmes. There is also a need to increase the number of educational institutions within the community.

Funding

69. Respondents proposed a number of funding avenues for CETCs. Respondents in general argued strongly that funding of programmes is the responsibility of government. This includes funding from the local municipality, DHET and the Department of Labour. Some respondents felt that the local municipality through their LEDs and Integrated Development Plans should be central to infrastructure development and programme support of CETCs. A second source of funding is the NSF and the SETAs. Communities feel that NSF-related and SETA-funded projects are limited and must be increased. A third source of funding identified by respondents is donor funding. Respondents generally valued the contributions made by CBOs and NGOs, and argued that community-driven projects with support from NGOs and CBOs remain imperative. Many educational programmes provided by NGOs and CBOs are of good quality, but not accredited. These organisations and their programmes should be valued and protected, whether they are accredited or not. Respondents also argued that the corporate sector should increase its support for community education and training programmes. Although a number of companies contribute through their Corporate Social Investment initiatives, they could do more given the wealth created through their economic interests. Many respondents argued that education should be free and that citizens should be provided with bursaries to complete their studies. These bursaries could come from the various funding options proposed above.

CONCLUSION AND IMPLICATIONS FOR CETCS

70. From this multiple case-study involving a range of respondents, it is evident that the conceptualisation of CETCs needs to give careful consideration to the following:

Communities are heterogeneous

71. Communities are not homogeneous, but rather heterogeneous and multi-faceted and do not easily fit the pre-determined descriptions or the values and other spiritual, territorial, economic or 'national' attributes by which communities might be defined (Kgobe, Baatjes, Sotuku, 2012). Communities need to be understood as geographically-based human relationships between a number of people who share a sense of purpose and values and interact in their work, play, and family and share power to shape their lives. Community is therefore not simply a geographic location but constituted by a collection of individuals who are linked through significant connections. The interconnectedness of people who share a history, sets of values and a sense of belonging, require detailed understanding for any form of community education to work. The role of a Community Education and Training Centre cannot be imposed but rather proposed in relation to the community needs that exist.

Communities value education and training

72. Communities generally value education for the good of community and see it as integral to the development of participatory citizenship and advancing democracy. Although communities may not have clear understandings of community education, they do not hold narrow views about education, but rather attach different purposes to it. Education is viewed as a mechanism for personal development, community development, socio-political participation as well as for economic development.

Community education should respond to community problems and issues

73. Communities do not view community education as the panacea for resolving social issues, but see it as a mechanism that can play a role in addressing them. Community education is regarded as a vehicle in addressing a wide range of issues including such things as health, poverty and shelter.

Community participation in community education

74. Community involvement in community education is currently limited and communities would prefer greater participation in educational programmes. Youth and adults have shown both interest and agency in the establishment of community education programmes through the formation of community-based organisations, community organising and the establishment of community education programmes. Agency is further evident in the commitment expressed by youths and adults to run the CETCs.

Community education and civil society

75. Civil society organisations continue to play important roles in community education. The work of CBOs and NGOs remain critical to many communities. This work is valued and seen as important responses to immediate socio-economic problems and issues experienced by both urban and rural poor. The curricula offered are often useful for community development and should form part of the expansion of community education programmes.

Flexible programmes

76. Programmes offered should be formal and non-formal and accessible throughout communities. These programmes should respond to the various purposes of education: personal development, community development, socio-political participation and economic development.

Multiple funding streams

77. While communities see government as the main funding organ, they also recognise the need for additional funding support from the NSF, SETAs, the corporate sector and donors. Traditional funding formulae informed by cost-based analysis may not be appropriate and alternative funding formulae informed by social impact analysis may prove to be more useful.

Community education and networks

78. Community education should be connected to a variety of other institutional forms that can support its work and provide articulation routes for youth and adults into further education, technical education and continuing education programmes.

PROPOSED FRAMEWORK FOR CETC: IMPLICATIONS

Principles and concepts

79. Based on the multiple case-study, various research reports on ABET in South Africa and other studies and experiences related to community education, we propose a framework of community education and training centres which we believe could be more responsive to the education and training needs of both urban and rural communities than presently addressed by PALCs. We suggest that a singular model is unlikely to respond effectively to communities that are multi-faceted and heterogeneous and, therefore, the proposed framework should accommodate various possible models for CETCs. For instance, some CETCs, especially in rural contexts, should serve as multi-purpose centres where adults and youth have access to different kinds of support (i.e. information, counselling, libraries, etc.). Furthermore, depending on the contextual circumstances, CETCs could also be a site for technical and vocational education and training, provide a space for training of adult educators and community workers and/or simply act as a space for various forms of non-formal education programmes. We believe the proposed framework offers various permutations of CETCs that could reflect the education and training needs within particular contexts, be they rural or urban.
80. The proposed framework is underpinned by a number of important principles and concepts. Firstly, we support the education of youth and adults as a public good and that all citizens should have access to quality education as enshrined in the Constitution of South Africa. Secondly, the education of youth and adults is regarded as critical to an inclusive democracy and the development of active and participatory citizenship. The notion of active participatory citizenship is envisaged as an important outcome of both non-formal and formal education. The education of youth and adults – formal and non-formal – should enable them to participate in the social, political, economic and civic spheres of life. Thirdly, participation is central to the social transformation of communities and society, and education should enable people to participate through informed judgments and decisions about issues and problems experienced in communities and society. Our conception of participation is viewed as a process of empowerment of marginalised people, people's involvement in decision-making processes, and processes through which people influence control of development initiatives, decisions and resources. Participation, therefore, is based on a commitment to understand the role of education in the promotion of democracy, social justice and human rights. Fourthly, community mobilisation also forms an important principle in realising effective community education and training. Bringing community members and groups together in identifying needs, developing plans and evaluating activities in a participatory and sustained way in order to improve

the conditions around particular issues, is an important aspect of participatory community education. Community mobilisation is intended to accomplish genuine and sustainable community empowerment, participation and development. Activism and agency are two very important concepts that form part of community mobilisation. Activism and agency are central to community organising, participation and social mobilisation, and necessary and integral to community education.

Adopting democratic learning principles/approaches

81. Policy and practice for community education and training should be founded on the underpinnings of a democratic society which views collective improvement in quality of life as the primary goal of its educational initiatives (UNESCO). A society based on the ideals of an inclusive democracy, which provide citizens with the tools needed to participate in creating the conditions for their career and vocational experience as future workers and citizens, should inform a national CET system for South Africans. All citizens should therefore be provided with the opportunity for a lifetime of intellectual growth, vocational enrichment and social improvement. It is important that a CET, which consists of a combination of career education and citizenship education, should be based on the principles of democratic learning. We believe that career education and citizenship education, when appropriately conceived and implemented, can actually contribute to creating participatory and critical reflective citizens (Magison-Hyslop & Sear, 2010: 57). In order to achieve this, we need to: (1) create democratic spaces for learning and teaching; (2) ensure a pedagogy that fosters active participation; and (3) ensure that learning respects divergent views. The three critical principles of democratic learning that should inform both career and citizenship education are: (a) respect for student rationality; (b) entertaining alternative perspectives; and (c) appreciation for the distinction between social and natural reality. Allman (2001) adds additional principles of a democratic learning framework to those suggested by Magison-Hyslop & Sears. She draws from Freirean education or critical pedagogy and proposes principles specific to classroom practice. These principles offer meaningful guidance for people involved in community learning and education.
82. These principles include:
 - (a) Mutual respect, humility, openness, trust and cooperation; (b) Commitment to learning to "read the world" critically; (c) Vigilance of one's own and the group's progress in developing a deeper and more critical understanding of whatever aspect of reality they are co-investigating; (d) Honesty and truth – an "ethics of authenticity" – this involves the sharing of feelings and is part of the 'openness and trust' and 'commitment' listed above; and (e) Passion – "it's inner connection with critically "reading the world".*
83. She further lists aims and objectives of this approach to education. Aims and objectives usually indicate some sort of finality, but in this approach to education, there is no finality – it is a process of ongoing learning and discovering. The *process* is imperative: (a) Critical and creative thinking which together lead to realistic hope; (b) Transformation of self and the social

relations of learning and teaching; (c) Democratisation - learning to live and act in cooperation with others; (d) Embracing and internalising the principles; (e) Unquenchable thirst for understanding or genuine critical curiosity; (f) Solidarity and commitment to self and social transformation and the project of humanization.

84. These principles are designed to ensure citizenship, technical, work-oriented and career education that support the development of informed, reflective and politically-empowered workers and citizens. The implementation of these principles as part of a broader community education programme should adhere to a Bill of Rights for Youth and Adults.

Describing the framework

85. As stated earlier, the primary purpose of community education is education *within* and *for* communities (Tett, 2010). Community education, therefore, encourages and engages people into learning based on community interests, issues and problems. Education is developed in response to community priorities identified *with* people rather than *for* them and with a commitment to allow genuine alternative and democratic agendas to emerge at the local level. The CET programme consists of a variety of formal and non-formal citizenship, technical and career education programmes informed by a democratic learning framework. The proposed framework, therefore, draws on the various community education models described in Section Two. Some communities may commit to a singular community education model, whereas others may prefer a mixture of one or two of the models described (See community education models described in Section Two). The framework suggests that the CETC should mobilise all forms of education into the service of the community by drawing from a variety of networks (relationships) that exist within, but not limited to, the community in which it is located.

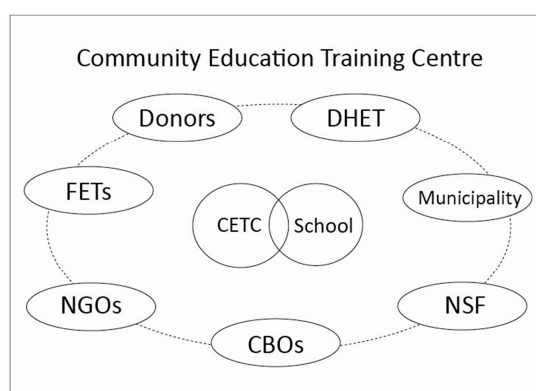


Fig: 1: Framework for Community Education and Training Centres

86. The CETC should build good relationships with the primary schools in its community. This is particularly important in rural areas where much of the education revolves around schools. It is also important that the CETC utilises the resources immediately available in the community as well as mobilising from the local municipality, local and international donors as well as various national resources from government departments. Community networks and

relationships are used to inform the institutional form of the CETC, its operations, staffing, curriculum and so forth.

Governance

87. This framework proposes a community-driven approach that represents the ideas, needs and wants of members of the community rather than being imposed by outsiders. It suggests that a CETC should encourage a governance structure that is representative of all the networks of relationships that exist within a community. In other words, a CETC should be governed by all the key stakeholders and role-players in a community. Mechanisms that resonate with the rhythms of communities need to be explored and used to ensure that community needs permeate CET and processes within CETCs.
88. Implications: The establishment of a CETC Governing Body has to be conceptualised differently to the current (and mostly non-existent) PALC Governing Bodies. This presents an immediate implication for current legislation and should be carefully considered as part of new legislation.

Sites of delivery

89. This framework suggests that the choice of sites of delivery be based on community mapping exercises to determine which sites could be CETCs (whether existing or not) or a satellite of a CETC. Some of the sites, in addition to existing schools, could be FET colleges, community halls or vacant buildings. In some instances, especially in rural areas, structures for CETCs may have to be built.
90. Implications: The use of buildings requires careful consideration because, by law, legislated centres are juristic persons with responsibilities and funding prescriptions. In addition to this, a different name may need to be used to differentiate between CETCs and other institutions, such as FET colleges and schools, if accommodated in the same building. Although some schools that double up as PALCs have shown ways of accommodating two juristic persons in the same building, there have been problems with this, and it will need to be addressed if a CETC is housed in an existing school.

Mode of delivery

91. Adults and youths are not a homogeneous group. They have different needs and are motivated to attend educational and training events for different reasons. In order to improve participation, it is necessary to focus on their different interests and motivations, as well as social and economic priorities. The research suggests that adults and youths are motivated by desires for educational and training advancement, self-improvement, literacy development, economic gain, meeting family and community needs, job advancement and finding new careers. Differentiated programmes could play a significant role in increasing participation. Each CETC should attempt to increase participation without compromising the quality of provision and delivery. Different social mobilisation strategies should be developed and used.

Access

92. Adults and youth in need of educational programmes must have equal access to high quality programmes. There must be provision for ensuring accessibility and availability of programmes in all communities. Co-ordination of CET should ensure that clearly defined conditions are met (see full report for suggestions).

Staffing

93. Adults and youth who enter programmes should be entitled to quality education which will make it possible for them to make significant progress in learning, training and development. This will require that programmes select suitable and qualified teaching staff and that they provide the conditions which will guarantee maximum opportunity for successful learning. Clearly defined conditions that govern staffing arrangements are required (see full report for suggestions).
94. Implications: The training of staff working at CETCs requires an expansion of units within universities currently offering adult education programmes. Every HEI will have to establish Centres for Adult Education who could serve the needs of CETCs in the different provinces. The need for such units is in line with the proposals of the TT on CETCs and proposals suggested in the Charter for Human and Social Sciences.

Providers, programmes and curriculum

95. Providers of CET should be expanded to include CBOs and NGOs who provide CET programmes relevant to the context. The establishment of CETCs should consider housing CBOs and NGOs, and evaluate which programmes -- formal and non-formal -- should form part of its offerings. An analysis of the programmes of NGOs and CBOs must be conducted in order to conceptualise a core curricula for CET which would constitute the national emphasis of government. The curricula should be based on a development studies model which is theme-based and should reflect citizenship, democracy and social justice, as well as economic development needs of the local and national requirements. Community education curricula should support local people in their efforts to play constructive and positive roles in issues which affect their daily lives. This could be done through locally sited, integrated, issue-based programmes rather than the compartmentalised, subject-based provision which is currently being offered by PALCs. The curricula, which should be available as both formal and non-formal, should take the form of a national objective-based curriculum framework, rather than unit standards. The curricula should be supported by well-designed materials available at all CETCs. Community-specific curricula should also be available to adults and youths. The community-specific curricula may differ from one context to another because they would reflect the immediate problems, issues, needs and wants of a community. Adults and youth could be encouraged to participate in community development projects in response to community issues and problems. To enable this, opportunities need to be created in collaboration with the local municipality, donors, businesses, DHET and other government departments. The community-specific curricula should also be

supported by well-designed and written materials funded by government and donor funds (see full report for suggestions). In addition to this, CETCs should also offer a variety of short courses as determined by the communities in which they are located.

96. Implications: This proposal would bring into existence core curricula which will have an impact on how qualifications in adult education have been conceptualised. Alternative qualifications will have to be designed. A curriculum development process needs to be initiated, perhaps through the envisaged National Institute for Community Education and Training and supported by centres of adult education and universities in collaboration with CBOs and NGOs. Staff in NGOs and CBOs would be preferable to currently employed school teachers in PALCs to teach some of these courses. This would call for a change in conditions of service of adult educators as currently defined.

Educator training and development

97. The quality of programmes is directly related to the knowledge and skills of the teaching staff. A comprehensive system for the provision of quality education must be supported by a parallel system for the provision of appropriate education for educators and organisers of community education. Conditions that guide the development of a system for staff development should be defined (see full report for some suggestions).

Research and development

98. There is at present only a weak base of knowledge to guide the development of programmes in CET. During the past decade people working in the field have identified a number of areas which need to be researched. These include: (a) the theory and practice of CET including the teaching of literacy; (b) the relative value and appropriate uses of varying methods; (c) the use of diverse resources in CET; (d) deterrents to participation; and (e) the impact of CET programmes on participating adults and youths.
99. If the necessary research is to be undertaken and widely disseminated, a system will need to be established for the initiation and co-ordination of such research. Research and development should be a national effort and funding for this should be provided by government. The DHET needs to interact with companies, government and research institutions to ensure that the specific needs for research into CET are adequately addressed. A research and development component is required to support the enhancement of CET (see full report for some suggestions).

Monitoring and evaluation

100. To ensure that CET programmes are providing a high quality education and that learners' needs are being met, there must be regular and on-going internal monitoring and evaluation, as well as periodic external evaluation of programmes. Programme evaluations should serve the separate and distinct purposes of programme development and programme accountability. A

framework for programme evaluation should be developed (see full report for some suggestions).

Funding

101. The DHET will only be able to develop comprehensive systems for the delivery of CET if adequate levels of funding are committed specifically for this purpose. Within each province, it will be necessary for the body which has the designated responsibility for CET to commit funds in proportion to the assessed need for programming. Funding allocations must be sufficient to cover all the costs of establishing and maintaining organisational and support structures as well as all the costs associated with establishing, maintaining, and expanding CET programmes. National and local responsibility for CET must be reflected in long-term, stable funding. (see full report for some suggestions).

Funding formulae

102. Funding of ABET should be sourced from government, donors, the business sector, NSF and SETAs. The DHET should facilitate funding for CET from
- surplus funds available from the NSF
 - SETAs and their discretionary fund
 - other government departments including the local municipality and
 - donors (local business and international donors).

Proposals for a 'new' Institutional Model

Introduction

1. South Africa has a long history of finding innovative ways to provide adults (and youths) with opportunities to learn. These initiatives provided adults and young people with literacy, numeracy and communication skills, and developed their capabilities as individuals, communities and sectors, contributing to social change and social justice.
2. Building on these experiences, the post-1994 education and training framework embraced the concept of lifelong learning. Public provision of adult education has taken the form of the institutionalisation and formalisation of adult basic education and training (ABET) at public adult learning centres (PALCs) and industry sites, and also through efforts to eradicate adult illiteracy through two literacy campaigns (SANLI and Kha Ri Gude). Adult and youth education and training also takes place through a variety of non-formal community and popular education initiatives and projects run by community-based organisations, trade unions, social movements and government departments.
3. Public Adult Learning Centres are the only directly funded institutions that offer general education to adults. Currently there are over 3,000 centres across the country, which serve about 300,000 learners per year, a tiny fraction of the adults who have need of education and training. Around 90% of the PALCs operate from public schools, and the rest from other public facilities, community centres, other institutions and a few have their own facilities. They are focused on offering ABET qualifications, including the General Education and Training Certificate for adults, a qualification issued by Umalusi and assessed by the Department of Higher Education and Training. There is no core curriculum and insufficient standardisation of assessment across provinces.
4. Many learners who study at adult learning centres are enrolled for secondary schooling and to write the Senior Certificate examinations, although these numbers have declined significantly since the National Senior Certificate (NSC) replaced the old Senior Certificate. This suggests that very few adults graduate or move up from level 4 (equivalent to NQF level 1) to the next level, and that most learners enrolled for Grade 12 are in fact school drop-outs or people who want to re-write the Senior Certificate examinations. Public adult learning centres are currently the only state provision for this purpose. Very few of them have the capacity to offer the newly developed National Senior Certificate for Adults (NASCA).

5. There are also private adult learning centres. This group falls into a range of different categories (as outlined in Section 3), with providers offering a diverse range of possibilities which may include (consistently or inconsistently) formal provision towards the ABET General Education and Training Certificate (GETC) at level 1 of the NQF. The DHET lists as private adult education centres those that function similarly to the public centres, including NGOs and community-based organisations. There is currently no national register for private adult education and training centres.
6. The majority of educators in public and private adult learning centres are part-time contract workers without tenure. Furthermore, most teachers have qualifications to teach children in formal schools, rather than the appropriate qualification to teach adult learners. Some Higher Education Institutions (HEIs) and SETAs offer ABET practitioner programmes at NQF Levels 4,5 and 6, which do not articulate with others and some ABET practitioner qualifications are not recognised by the Department of Education because they do not meet the Relative Education Qualification Value (REQV) requirements. This has led to high staff turnover, leaving the sector without a hub of permanent professionals. The resources in this sector also include over 40 000 Kha Ri Gude volunteers who conduct literacy classes and receive a stipend. This negatively affects long-term planning and serious career development for practitioners.
7. Most learners in the sector study part-time, a relatively slow learning process which requires long-term management and planning.
8. From an institutional perspective, the FET college sector has a poor 'second-chance' track record of getting large numbers of youth through secondary education. It also has a poor track record of working with young adults who have a poor schooling profile and whose greatest priority is to find employment. The colleges have limited capacity to provide work-based education and training, largely because of their poor linkages with employers and with other state schemes such as the Expanded Public Works Programme (EPWP) and the learnership schemes run by SETAs. FET colleges do not necessarily provide the most appropriate platform for meeting the education, training and work needs of unemployed youths and adults.
9. The current system of provision for adult learners and young people - who dropped out of school before completing and who are not in formal workplaces or education institutions - is inadequate. Firstly, the exclusive focus in the current formal ABET approach on general education often means that programmes fail to attract large numbers of adults and young people interested not only in completing their schooling but also in gaining labour market and sustainable livelihood skills, as well as those interested in learning for general self-improvement or cultural and

community development. In addition, it does not acknowledge or harness the potential for development and social cohesion that exists in the various community and popular education initiatives run in communities and sectors.

Assumptions that justify the expansion and diversification of lifelong learning opportunities for adults and youth

10. The proposals for a new institutional model for post-school provisioning to adults and young learners are based on the following normative and empirical assumptions
 - Literate and better educated youths and adults can improve their life chances, health, standards of living, societal engagement and occupationally-based social status and those of their children (and improve their educational prospects).
 - Education is a key contributor to equality and social mobility - adult and youth education is critical to the development of opportunities for all.
 - The real costs of illiteracy and under-education (in terms of lost productivity, skills shortages, lack of competitiveness and entrepreneurial capabilities) are staggering.
 - The community education and training paradigm internationally represents an approach to adult learning that seeks to facilitate a cycle of lifelong learning in communities and offers pathways to enable the development of skills, (including literacy, numeracy and communication) and to enhance personal, social, family and employment experiences. It further seeks to assist community organisations, local government, industry and individuals to work together to develop and enhance their communities, by building on their existing knowledge and skills.
 - Adult education provision should move away from a narrow focus on basic literacy towards continuing and lifelong learning and consequently a need for the more varied institutional forms (and governance models) associated with continuing education in a complex society.
 - Good English and Mathematics continue to be the most generally useful and valuable vocational skills on offer and a precondition for accessing selective, demanding and desirable courses, both vocational and academic.
 - In spite of the growth of secondary education, many young people still drop out before completion of their high school education. Youth unemployment remains extremely high. There are fewer and fewer unskilled jobs available, the number of traditional skilled jobs has decreased, and there has been qualification inflation, reducing access to poorly qualified young people.
 - Industrialisation and the knowledge economy are putting a premium on post-secondary education and expansion of this has become essential.

- Thus, in a fast-changing world in terms of knowledge, technology, labour market and information, it is no longer enough to only educate young people - citizens of all ages have to deal with a changing country and world.
- Non-formal and popular education plays an important role in community, national and individual development and empowerment and can contribute to social cohesion, participatory democracy and sustainable communities.

South African trends

11. In addition to the above, which reflect global trends, there are further domestic trends supporting the arguments for a different adult and youth education approach in South Africa
 - *Growth in secondary education:* This points to a need for more post-secondary programmes. The continuation of education of drop-outs from high school, requires second-chance Senior Certificate and vocational programmes.
 - *Changes in the labour market:* The highest rate of unemployment is amongst those without a Senior Certificate or with a Senior Certificate but without university exemption. Few young people aged 18-24 years find employment, thus school-leavers are thrust into inactivity at a time when they do not have the personal resources and capabilities to cope with this, and at a critical stage in their lives. Increased post-secondary education qualifications dramatically increase employability.
 - *Demographic shifts.* South Africa's youth bulge will persist over more than one generation.
 - *Redress and changing social roles.* This requires a continued focus on education for all adults – including lost generations of yesteryear. Many of the so-called 'lost generation' from the 1980s and early 1990s are now in their mid to late 30s and 40s. They are in need of second-chance opportunities, having lost out owing to the political situation during their school years and continued to be marginalized from the education and training system. Many workers who have decades of experience are excluded from continuing education and training because of their lack of formal education and qualifications. Many older adults have become responsible for raising AIDS orphans and grandchildren.
 - *Legacy of under-investment in colleges, youth and adult education.* This requires special attention if we are serious about expansion. It is only during the past five years that we have seen larger investments in the FET college system.

The target groups

12. Lifelong learning approaches to the creation of education and training opportunities generally include all citizens, but with a targeted approach. In the case of South Africa, it is proposed that the community education

and training approach primarily targets young people who are not in education institutions or in the workplace and adults who are illiterate or who have low levels of literacy.

13. The youth and adult target groups are disaggregated as follows:

Table 5: Youth and adult target groups and learning needs

Age group	Educational levels	Formal learning opportunities	Non-formal and popular education
Younger than 15 years	Dropped out of school before completing primary and high school	Literacy, GETC and remedial high school vocational programmes. Expand DBE technical schools. <i>Require different interventions from adults and older youth</i>	Life skills and other at-risk youth interventions by DSD. Democracy, self-empowerment, social, health and entrepreneurial education. ICT education and exposure
15-17 years	Not in school with - Primary or less - Secondary but < Grade 10 - Grade 10 but < Grade 12	Literacy, AET towards GETC Full-time NC(V) and NSC Vocational orientation programme Vocational and occupational courses	Life skills, democracy, self-empowerment, social and entrepreneurial education. Employability skills ⁵ and labour market preparation and information. ICT education and exposure
18-24 years	Out of school with Primary or less - Secondary but < Grade 10 - Grade 10 but < Grade 12	Literacy, AET towards GETC. NSC and NASCA. NCV full-time and part-time. Vocational orientation programme. Vocational and occupational courses. National Youth Service, EPWP and NYDA entrepreneurial programmes. College and university bridging programmes	Life skills, democracy, self-empowerment, social and entrepreneurial education. Employability skills and labour market preparation and information. ICT education and exposure
	Weak Senior Certificate passes	Vocational orientation programme. Vocational, work-based and occupational programmes, including N courses, bridging programmes leading to apprenticeships and learnerships. NYDA, National Youth Service and entrepreneurial programmes. College and university bridging programmes	Life skills, democracy, self-empowerment, social and entrepreneurial education. Employability skills and labour market preparation and information. Technology education.
Adults 25-65	Less than Grade 9 functionally illiterate < Grade 7 < Grade 9	Adult literacy. AET towards GETC Vocational, work-based, occupational and livelihood programmes	Democracy and community development, social and entrepreneurial education. Labour market information
	Grade 10 and more	NASCA and NCV flexible. Vocational, work-based or occupational programmes. College and university bridging and open access programmes	Democracy, and community development, social and entrepreneurial education. Labour market information

Vision for adult and youth education

14. The community education and training approach to adult and youth learning and education internationally seeks to facilitate a cycle of lifelong learning in communities and offers routes to enable the development of skills, (including literacy, numeracy and vocational) to enhance personal, social, family and employment experiences, all within the context of a democratic, developmental and more equitable and just society. It further seeks to assist community organisations and institutions, local government, individuals and local business to work together to develop and enhance their communities, by building on existing knowledge and skills.
15. South Africa should seek to build and expand the education and training system to provide more opportunities for adults and young people, in the context of
 - A sound basic education system that provides foundational competencies and skills
 - expanding lifelong and second-chance learning opportunities for young people and adults in different settings, in institutions, communities and workplaces
 - The *National Development Plan: Vision for 2030* which aims to have a million learners in the community education and training centres.
16. More specifically, the vision over the next two decades should aim to
 - eliminate adult illiteracy
 - provide second-chance opportunities to young people and adults who did not complete secondary school and
 - provide flexible, lifelong and continuing education and training opportunities to adults and young people.
17. The Task Team is in full support of the massive expansion of post-school education opportunities for adults and young people envisaged in the *Green Paper* and in the *National Development Plan: Vision for 2030*. The Task Team proposals are aimed at an institutional trajectory that will make it possible to reach the target of educating and training 1 million learners in community education and training centres by 2030.

A distinct and unique adult and youth education institutional model?

18. The needs of adults and youths are diverse, whether disaggregated by age or learning requirements (Table 5 above) and should be met through a network of post-school programmes and institutions that are diverse, yet linked.
19. Such a network of institutions and programmes should have an integrated core curriculum that includes communications and numeracy, enabling

youths and adults to function in changing communities, a changing world and labour markets, combining formal learning opportunities, vocational and occupational electives, and non-formal and popular education programmes.

Community Learning Centre/Community College institutional model

20. The substance of the proposed model is
- A multi-tier institutional (and qualifications) framework that provides multiple access and progression opportunities to adults and youths, including distance education and e-learning
 - a post-school sector that comprises three main institutional types:
 - o Universities and other Higher Education Institutions
 - o Colleges (Vocational, Single purpose, and Community)
 - o Community Learning Centres/Community Education and Training Centres
 - A distinct mission for each institution type, but within each type, building a large degree of differentiation
 - expansion and diversification of the post-school sector over the next two decades to double its size, in line with the *Green Paper* and National Planning Commission proposals.

Table 6: Proposed Institutional Model for adult and youth education

NQF	Institution	Mission	Programme offerings (formal and non-formal)
L 6-8	Universities and Universities of Technology	Development of professional and high skills and research	Diplomas, certificates, degrees and post-graduate degrees
L 4-5	Differentiated colleges sector , including vocational and technology colleges, community colleges and single purpose colleges	Development of middle level vocational and artisan skills Bridging programmes to University of Technology degrees	NCV and NASCA. Vocational and occupational programmes at levels 4-5 (more level 5) and the vocational education orientation programme. Para-professionals, learnerships, artisan and apprenticeships, non-formal and popular education. University bridging courses. Certificates and diplomas in areas of specialisation of single purpose colleges, e.g. teacher or nursing, etc.
	SA Institute for Vocational and Continuing Education	Development of the differentiated colleges sector	
L 1-4	Community Learning Centres , linked to Community Colleges	Adult basic education and GETC linked to vocational skills, NASCA and NSC. Institutional support to Kha Ri Gude network programmes at local levels	Literacy and ABET to NQF level 1 and GETC. Kha Ri Gude learning network programmes: literacy and public education. NSC and NASCA Vocational education orientation programme. Vocational and occupational courses. Community and

NQF	Institution	Mission	Programme offerings (formal and non-formal)
			non-formal education
	Adult and Youth Community Learning and Popular Education Institute	Establishment and development of the Community Learning Centres institutional network. Curriculum and material development, and development of literacy, community learning, popular and public education	

Community Learning Centres and Community Colleges

21. Community Learning Centres are proposed as the institutional type that addresses the needs of adults and young people for literacy and first and second basic and secondary education, vocational and occupational programmes and provides access to and facilitates various non-formal education programmes. The CLCs should be nationally coordinated and linked to a nearby Community College (initially a provincial one and eventually a district-based one). [Note: we prefer the term Community Learning Centre to the more limiting Community Education and Training Centre.]
22. The focus on 'community' in the Community Learning Centre (CLC) is as much a matter of location (easy access for youths and adults), as it is a matter of orientation, locating this sphere of adult and youth education in communities, with strong links to communities in their varied forms, to NGOs and CBOs, to local government and the local economy and labour markets. 'Community' means being located within and contributing to local needs and local development, building social agency and social cohesion.
23. The model of Community Learning Centres and Community Colleges should build on the experience of the PALCs and the various community and other learning institutional types explored in Table 4 above.
24. The main target for formal programmes are adults and youths in need of literacy, ABET and a Grade 12 qualification.
25. Non-formal programmes, especially those arising from local needs or of a public education nature should be open to all in the community.

Minimum criteria for Community Learning Centres

26. The following minimum criteria are proposed for a Community Learning Centres:
- minimum suite of programme offerings (formal and non-formal, literacy, vocational and first and second-chance secondary education) aimed at youths and adults
 - basic facilities including classroom infrastructure appropriate to adults and youths, administrative facilities, small library, reading rooms and computer facilities
 - core full-time staff complement, both educators and administrators
 - minimum number of learners.

Institutional forms and programme offerings of Community Learning Centres

27. The Community Learning Institutions should be nationally co-ordinated, but with a strong local focus.
28. The institutional model should consist of four elements.
29. A Kha Ri Gude learning network that develops and implements public education programmes, focusing initially on open access literacy and an ABE programme through a national network of learning circles. The current ABET curriculum should be restructured with a core curriculum that is theme-based, linked to vocational and citizen and popular education programmes, both formal and non-formal. (The Kha Ri Gude programme should move from its current location in the Department of Basic Education to the Department of Higher Education, so that adult education is in one location.) It is time to provide other public education programmes for example basic health, community and social education, voter education, and other soft skills, in partnership with community groups and other state departments and spheres of government.
30. Anchor Community Colleges (eventually one in each municipality, initially one in each province). All CLCs should be linked to a Community College, which should provide support and assist with the institutional and academic development of the CLCs.
31. Community Learning Centres (CLCs) as new public and private institutions, incorporating the PALCs and providing support to the delivery of Kha Ri Gude learning network programmes, running restructured literacy and ABET programmes, and offering GETC, NASCA as well as vocational and occupational courses and skills, and an envisaged vocational education orientation programme.

32. Some of the CLCs, given infrastructure and local demand, should be expanded to offer hard-skilled vocational training courses that require training facilities and equipment, including NATED courses, in addition to the other education programmes. These CLCs should be linked directly to the EPWP, the infrastructure development and Local Economic Development (LED) programmes, and relevant SETAs, especially in the manufacturing sectors.
33. The CLCs should be delinked from schools, although they should continue to use school facilities. The initial set of CLCs should include some of the FET satellite campuses, stronger PALCs and Community Learning Centres with their own facilities, and make use of disused schools, colleges and government and community buildings, including Thusong centres. The CLCs should establish satellite sites of operation, so that eventually all potential users are not more than 10km away from such a CLC site.
34. CLCs should be linked to their nearest Community College which should provide support, and assist with the institutional and academic development of the CLCs. There should be articulation between their programmes and those of the college.
35. The CLCs should be linked closely to vocational colleges, local communities, popular education networks, business and local government, to ensure dynamic local development and local labour market linkages.
36. The intention should be to have initially one anchor Community College per province and one strong CLC per municipality/metro with satellite campuses in local communities which will expand as capacity in the sector is developed.
37. An Adult and Youth Community Learning Agency (or Institute) should be created, that will be responsible for the establishment and development of the Community Learning Centres and will be co-ordinated with the Kha Ri Gude network programmes, including governance, curriculum and material development, career and labour market information (working with SAQA, the Department of Labour and NYDA), popular education programmes, educator and management development and support and research.
38. The Agency proposed here, could be set up as a substantial and adequately resourced division of the South African Institute for Vocational and Continuing Education and Training envisaged in the Green Paper.

A differentiated and expanded colleges sector

39. The learning needs of adults and youths are much broader than what can be offered by the Community Learning Centre model explained above. The Task Team agrees with the Green Paper concept of a differentiated colleges system that will cater for youths and adults who want to complete their Senior Certificate through NASCA or the NCV, or who have weak National Senior Certificate passes and who want to access vocational, artisan, learnership and higher education bridging programmes. Colleges should be linked to the CLCs in their area, with funding provided for articulation between CLCs and the colleges sector. The Task Team proposes the following differentiation.
40. Transforming some of the current FET colleges into specialising Vocational Education and Training Colleges and Colleges of Technology. These colleges should provide the NCV and NATED courses, with an expanded menu of vocational courses, NQF levels 4-5 offerings, artisan programmes and with strong articulation and links with Universities of Technology from the onset, and becoming a natural feeder system for Universities of Technology. These various colleges too should be required to provide non-formal programmes appropriate to their programme offerings and the local communities and labour market.
41. Community colleges, as a distinct institutional form within the colleges sector, would provide formal and non-formal learning programmes, including NASCA, soft vocational and occupational skills programmes, para-professional training in the social sector (e.g. ECD, home-based care, primary healthcare workers, etc.), skills training in the services sector, support programmes for SMMEs, co-operatives, citizenship education, non-formal and popular learning programmes based on needs of the local community, and also the vocational education orientation programme, specific youth employability, life skills and ICT education which should be provided in co-operation with NGOs, FBOs, NYDA and social movements.
42. Community colleges should eventually - like similar liberal arts colleges elsewhere, deliver two-year post-secondary qualifications and higher education bridging programmes, which will require strong linkages with their local universities from the onset. Some could also eventually evolve to provide HE qualifications such as HE Certificates and Diplomas.
43. From the onset, Community Colleges and Community Learning Centres should also provide citizen and public education programmes, including training for ward committees, CDW training at NQF level 4, training for school governing bodies, community policing forums and other public participation forums, as well as more general public education

programmes such as assisting the Independent Electoral Commission with voter education.

44. Some of the current FET colleges and or satellite campuses may fit this bill, but we should aim to identify some of the FET colleges (or some of their constituent campuses) to be piloted as community colleges, from scratch. Over the next decade, all municipalities should be required to set aside land for community colleges.
45. Specialised **single purpose public or private colleges**, e.g., nursing, agricultural, hospitality, performing arts, etc. linked with the various departments, university faculties and professional or sectoral structures.
46. The **South African Institute for Vocational and Continuing Education and Training** envisaged in the *Green Paper* should provide co-ordination and support to this differentiated college system.

Open and distance learning

47. All the above institutional forms should have a component of open and distance learning, as part of the envisaged open and distant learning system in Chapter 8 of the *Green Paper* (Department of Higher Education and Training, 2012, pp. 56-60).
48. The Community Colleges and Community Learning Centres should also provide support for distance tuition and e-learning, including facilities for tutorials and study centres.
49. The Task Team also supports the *Green Paper* vision for a collaborate system for the development of quality learning resources for the community learning and colleges sector, including freely available "open educational resources" (OER).

Two options for development of the institutional model

50. Based on the above institutional framework, two development options are outlined:

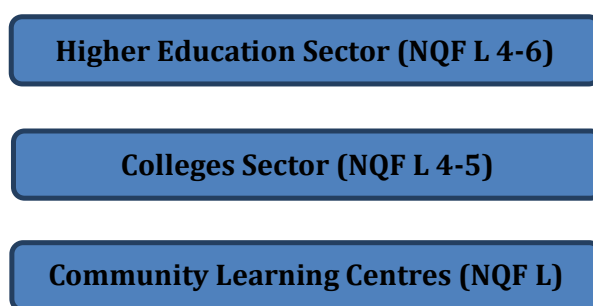
Option 1: Community Learning Centres as a separate part of a three-tier post-school sector

Community Learning Centres are distinct and separate institutions focusing on literacy, ABET, GETC and Senior Certificate programmes, vocational and occupational courses, including a vocational education orientation programme and linked to Community Colleges within the differentiated colleges sector.

This implies that there will be three tiers or three sectors/sub-systems of post-school institutions, namely, (i) Community Learning Centres, (ii) a College sector; and (iii) a Higher Education Institutions/University sector.

There would be a shift in focus of appropriate FET colleges towards strong vocational and technology colleges, alongside single-purpose colleges (e.g. agricultural, ICT, nursing, teaching, performing arts, etc).

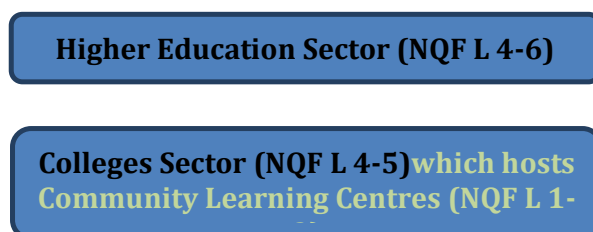
Figure 2: Option 1 Community Learning Centres as part of a three-tier post-school sector



Option 2: Community Learning Centres as part of the existing colleges sector

51. A two-tier system consisting of Colleges and Higher Education Institutions. In this option, the same differentiated colleges sector as in Option 1, but FET and Community Colleges are also responsible for implementing, supporting and developing Community Learning Centres, with ring-fenced programme funding for literacy and ABET.

Figure 3: Option 2 Community Learning centres as part of a two-tier post-school sector



Advantages and disadvantages of the two options

52. Both of these options have advantages and disadvantages, based on the vision and current and future capacity. These are summarised below:

Table 7: Advantages and disadvantages of proposed options

OPTION	ADVANTAGES	DISADVANTAGES
Option 1: Developing CLCs as distinct institutions within a 3-tier post-school system	Distinct mission and identity, not subsumed and possibly swallowed in broader post school system	Poor articulation between CLCs and rest of PS system may persist, unless strong linkages from the onset
	Provides for focused development of CLCs as a sector, incorporating formal and non-formal education	Requires considerable new capacity, finance and some new infrastructure
	Clear programme delimitation between CLCs and colleges	
Option 2: CLCs as part of the colleges sector, within a 2 tier post-school system	Cost saving, likely cheaper to have CLCs as sub-system of colleges sector Allow for early articulation between CLCs and colleges if this is where they are located from the onset Colleges with CLCs as models will be useful for rural areas with small populations	Capacity challenges in colleges sector, struggling with current mandate, additional CLC responsibility will contribute to transformation fatigue Too close a link between CLCs and colleges may contribute to mandate drift at best and at worst the withering away of literacy and adult basic education capacity

Recommendation for Option 1 with CLCs as distinct institutions

53. The Task Team is of the view that despite some disadvantages, the DHET should pursue Option 1, given the numbers of adults with limited literacy levels and the large numbers of young people dropping out of school and in need of second-chance opportunities. To add this extra burden to the current struggling FET colleges sector, may simply result in undermining existing institutional and human resources capacity. In addition, at community level, FET colleges have been singularly lacking in recognising the role of community and popular education, despite the role - whether complementary or additional – they should play in providing for a range of developmental needs in poor communities.

ASPECTS OF CLC DEVELOPMENT

Policy and legal framework

54. Although youth and adult education should be part of a post-school system that facilitates lifelong learning, international examples show that there are certain peculiarities that may require separate policy and legislative action.
55. The current DHET *Green Paper* and eventually White Paper, seek to provide a vision for the development of post-school education and training

for the next two to three decades. The vision of an expanded, differentiated, accessible and articulated system of post-school provision developed for the next two to three decades requires within it a framework for a “comprehensive national adult and youth education and training policy” (UNESCO, 2009) and legislation.

56. The White Paper should include a standard definition of adult and youth education that goes beyond literacy, but recognises the need for targeted approaches to (a) eliminate adult illiteracy (b) provide second-chance opportunities to young people and adults who did not complete secondary school and (c) flexible, lifelong and continuing education and training opportunities to adults and young people (Aitchison, 2012a, pp.14-15).
57. The legislation that derives from the eventual White Paper should be comprehensive in scope, and should recognize the need to go beyond bureaucratic amendments to existing legislation, to crafting or amending legislation that will give effect to a coherent, integrated and articulated system. The Task Team proposes two steps:
58. **Step 1:** The Bill to provide a framework for colleges and adult education to become a national competency, should make provision for the creation of Community Colleges and Community Learning Centres as institutional forms in the sector. The Task Team is of the view that the current Further Education Colleges Amendment Bill of 2012, does **not** provide adequately for this. In addition, the Bill should **not** repeal the Adult Education Act, since it provides the current framework for existing institutions and it is premature for all the PALCs to simply be renamed Community Education and Training Colleges.
59. **Step 2:** Once the Institutional forms have been agreed upon, DHET should spearhead a separate Community Learning Centre Act that derives from the White Paper for Post-school Education and Training, and provides for the objectives, criteria, governance and funding of Community Colleges and Community Learning Centres, for differentiated approaches within the sector and for the establishment of the Adult and Youth Community Learning Agency.

Governance issues

60. The following are preliminary proposals on governance:
 - The Adult, Youth and Community Learning Agency should be responsible for overseeing the governance of the CLCs and the Community Colleges sector.
 - CLCs must have governing bodies, with strong community, local government, educational and local business representation. In particular, they must have representation on the governing bodies of colleges in their areas.

- Within the current constitutional framework, colleges and the CLC sector should become concurrent national and provincial responsibilities, with the DHET regional offices playing a proactive role in the Agency by supporting the establishment, development and expansion of community learning centres.

Institutional development and capacity building

61. We must ensure that current capacities are preserved and enhanced, at University Adult Education Centres, in the public and private FET sector, as well as within the not-for-profit and popular education sectors. An investigation into the personnel requirements(both management and educator) for the community learning sector must be conducted as part of the broader process of capacity building for the colleges sector and as part of the feasibility study envisaged by the Task Team.
62. Adults and youths who enter CLC programmes should be entitled to quality education which will make it possible for them to progress in learning, training and development. This will require that programmes select suitable and qualified teaching staff and that they provide the conditions which will guarantee maximum opportunity for successful learning. Clearly defined conditions that govern staffing arrangements are required.
63. There are currently the following broad categories of educators in the ABET sector(PALCs and Kha Ri Gude):
 - teachers who are employed by schools, and provide services (as educators but also at co-ordination level) on a part-time/contract basis, mainly to the PALCs. They are registered as educators, with the necessary requirements for schools, sometimes including subject specialization.
 - volunteers in the Kha Ri Gude campaign(about 40,000 in number, mostly with the UNISA ABET Certificate or Diploma but without subject expertise)
 - ABET learnerships (2 years) co-ordinated and funded by the ETDP SETA, also without subject expertise.
64. The training of staff working in CLCs requires an expansion of centres within universities currently offering adult educator training programmes. More HEIs must establish centres for Adult Education who could serve the needs of CLCs in the different provinces. The need for such units is in line with the proposals in the Charter for Human and Social Sciences.

Venues for delivery

65. The choice of venues for delivery must be based on community mapping exercises to determine which venues could be CLCs (whether existing or not) or a satellite of a CLC. Some of the venues, in addition to existing schools, could be FET colleges, community halls or vacant buildings. In some instances, especially in rural areas, structures for CLCs may have to be built.
66. The use of buildings requires careful consideration because, by law, legislated centres are juristic persons with responsibilities and funding prescriptions. In addition to this, a different name may need to be used to differentiate between CLCs and other institutions, such as FET colleges and schools, if accommodated in the same building. Although some schools that double up as PALCs have shown ways of accommodating two juristic persons in the same building, there have been problems with this, and it will need to be addressed if a CLC satellite is housed in an existing school.

Learner support services

67. There is a need for learner support services for adults and youths, focusing on recruitment and retention, counseling and guidance, orientation, extra-curricular activities, financial aid, articulation, labour market information, community information and links to placement agencies.
68. The NYDA has already expanded its Youth Advisory Centres (YACs) to FET colleges; in the development of the CLC model, provision should also be made for YACs or YAC points at Community Learning Centres.

Linkages and articulation

69. From the onset CLCs must establish linkages around articulation, facility sharing and other points of interest with the nearest Community College and with the colleges sector in their area. They must also establish strong links with University Adult Education Centres, to help with the development of the sector, research and monitoring and the training of adult and popular educators. Public funding should be provided for articulation programmes.
70. Similarly, the colleges should forge close links with relevant university faculties or universities of technology around articulation programmes.
71. The post-school system should seek to cooperate with the non-formal, popular and formal education sectors, without interfering with the

autonomy of organisations and groups that currently run popular education programmes. The formal sector should draw on the strengths of the non-formal sector (particularly their community responsiveness and focus on citizen and social education), and we should aim to strengthen and expand popular citizen and community education.

72. The public CLCs and colleges should provide programmes funded by the SETAs, as well as by different departments and spheres of government.
73. The current process and review of the NQF and the Qualification authorities are relevant to provide for a more flexible system of lifelong learning and greater articulation.
74. It is critical to develop linkages between the local community and local labour market including links with the schooling sector for career guidance and promotion of this sector amongst learners.

Funding

75. The Green Paper proposal that the strengthening and expansion of colleges happens solely “through efficient use of allocations from the fiscus, through sensible use of the levy-grant institutions’ budgets, and through creative partnerships with the private sector” is considered inadequate. The ambitious targets in both the National Development Plan and the Green Paper will require additional public funding to what is already budgeted for the sector. This should be phased in over two decades.
76. Consideration should also be given to increasing the skills levy. There should be a direct link between the rate of growth of the system and the budget allocation, otherwise we are again continuing a system that inherently promotes poor quality.
77. The public institutions should also actively compete to provide SETA and other skills programmes, so that they augment their funding.
78. National Student Financial Aid Scheme of South Africa (NSFAS) funding for students should cover all the different institutional forms, as well as all programme offerings.
79. As far as possible, Community Learning Centres should not charge fees.

Role of NGOs and CBOs

80. Providers of education and training at CLCs should be expanded to include CBOs and NGOs who provide relevant and evaluated programmes – both formal and non-formal.

Curriculum and material development

81. A curriculum development process needs to be initiated, perhaps through the envisaged National Agency and supported by centres of adult education at universities in collaboration with CBOs, NGOs, Umalusi and the QCTA. This proposal would bring into existence core curricula which will have an impact on how qualifications in adult education have been conceptualised. Alternative qualifications will have to be designed. The curricula should be supported by well- designed materials available at all CLCs.
82. Core development orientated programmes should be conceptualised that are theme-based and should reflect citizenship, democracy, social justice and the economic development needs of the local and the national. Community education curricula should support local people in their efforts to play constructive and positive roles in issues which affect their daily lives. In addition, a core curriculum for the Vocational Educational Orientation programme, including employability and labour market skills should also be developed, as a school-to-vocational training and school-to-work bridging programme. This could be done through locally sited, integrated, issue-based programmes rather than the compartmentalised, subject-based provision which is currently being offered by PALCs.

Research and development

83. There is at present only a weak base of knowledge to guide the development of programmes in community and adult and youth education. During the past decade practitioners working in the field, have identified a number of areas which need to be researched.
84. Research areas:
 - the theory and practice of community, adult and youth education and training
 - the teaching of literacy
 - the relative value and appropriate uses of varying methods
 - the use of diverse resources
 - barriers to participation and
 - the impact of programmes on participating adults and youths and their communities.
85. If the necessary research is to be undertaken and widely disseminated, a system will need to be established for the initiation and co-ordination of such research. Research and development should be a national effort and funding for this should be provided by government. The DHET needs to interact with companies, government and research institutions to ensure that the specific needs for research into this area are adequately addressed. A research and development

component is required to support the enhancement of community learning centres.

Monitoring and evaluation

86. To ensure that CLC programmes are providing a high quality education and that learners' needs are being met, there must be regular and on-going internal monitoring and evaluation, as well as periodic external evaluation of programmes. Programme evaluations should serve the separate and distinct purpose of programme development and programme accountability.

Section 5

Implementation steps: the way forward

Building the system over the next decade

1. Community Learning Centres are seen as part of a multi-tier post-school sector that should provide multiple opportunities and access points to adults and youths.
2. The Green Paper and the National Development Plan: Vision for 2030 envisaged that this sector should provide education and training opportunities to one million adults and youth.
3. The Task Team therefore proposes the following trajectory in terms of the institutional development of CLCs over the next two decades:
 - incorporation of the proposals as a substantive section in a White Paper on Post- School Education and Training
 - creating the legal framework for the establishment of CLCs and Community colleges
 - appoint a new DHET Task Team to work on the finalisation of a phased implementation and funding plan and next steps
 - the creation of at least nine provincial Community colleges to support the institutional establishment and development of CLCs
 - piloting the Community Colleges and Community Learning Centres, including the incorporation of PALCs. This will include identifying suitable current FET satellite campuses to serve this purpose as well as one or two to be part of the new-build programme of the DHET
 - establishment of the Adult, Youth and Community Learning Agency either as an independent body or as a division of the SAIVET, with responsibility for the pilots and an action plan for the PALCs to delink them from school administration (but not facilities) and link them to community colleges, and to develop the institutional and professional capacity to transform PALCs to CLC and to build professional capacity

- after five years of implementation of this model, progress should be reviewed and proposals made for up-scaling over the next five to ten years.

Proposed immediate steps

4. The submission of this report would, if its proposals gain traction, need to be followed by an intensive implementation step development that would plan and cost for projected needs over the next two decades. There are two ways this could be done.
5. The new Task Team (though it would be hoped that its core membership would be the active members of the current Task Team) should within a limited but realistic time frame (say by the end of February 2013), be asked to develop a complete operational plan for the implementation of the preferred proposal. (Note: this was the route taken for the development of the successful Kha Ri Gude literacy campaign).
6. The output of this Task Team would include:
 - A brief summary strategic plan
 - detailed operational plan
 - menu of existing and proposed programme offerings for the pilot phase of the Community Colleges and Community Learning Centres, drawn from PALC, KhaRi Gude, SETA, NGO and other programme offerings
 - plan for the transition of the PALCs into CLCs and the arrangements for pipeline PALCs
 - detailed scalable budget.
7. Such a Task Team could also form the basis for a continuing advisory group for adult and continuing education within the context of the Green Paper developments and the Task Team's existing proposal about the development of a national agency for this sector.
8. In addition to the above we would recommend the publication of the Task Team report so that there can be wider discussion of its recommendations.

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Appendix 1

Submissions from and engagements with stakeholders

- a) The draft Post-school Green Paper, by Mr John Pampallis from the Ministry of Higher Education. 1 August 2011.
- b) The General and Further Education and Training Qualifications Framework presented by Ms L. Burroughs on behalf of Umalusi. 5 September 2011.
- c) The Quality Council for Trades and Occupations by Ms Adrienne Bird. 5 September 2011.
- d) Training programmes and challenges within the Expanded Public Works Programme by Ms Tsholofelo Pooe from the EPWP Training division. 5 September 2011.
- e) The Kha Ri Gude Literacy campaign in South Africa by Prof. John Aitchison. 3 October 2011.
- f) The National Planning Commission Human resource development vision process by Ms Carmel Marock. 3 October 2011.
- g) Increasing access to post-schooling: can open and distance learning contribute? by Ms Jenny Glennie, Ms Maryla Bialobrzaska and Mr Paul Mphisa from the South African Institute for Distance Education (SAIDE). 7 November 2011.
- h) Adult education and training within the context of the NQF, presentation by Mr Samuel Isaacs and Mr James Keevy from SAQA. 7 November 2011.
- i) Preliminary issues arising from the Audit of the Performance of Public Adult Learning Centres by Ms Gratitude Ramphaka and Mr Alec Green from the Office of the Auditor General. 7 November 2011.
- j) Status of youth and their education and training needs, Mr B. Magongo and Ms N Makaula from the National Youth Development Agency. 7 November 2011.
- k) Education as a public and social good for everyone, by Dr Peliwe Lolwana from the University of the Witwatersrand Education Policy Unit. 5 December 2011.
- l) Meeting with Advocate Boshoff, DHET on the Further Education and Training College Act Amendment Bill. 20 February 2012.
- m) SMME Entrepreneurial development – by Mr Thami Skenjana, Mr Brandon Young, Mr Claude Oosthuizen and Ms Zandile Moerana from the Southern African Council on Cooperatives (SACOC). 5 March 2012.
- n) Lessons from the experiences of the National Initiative on Community College Education (NICE) and the Funda Centre, by Mr Mokaba Mokgatle and Mr Motsumi Makhene. 12 March 2012.

- o) The Task Team also benefited from its attendance and participation in workshops convened by DHET on the NQF review and the Green Paper process and in the CHET and FETI seminar “Responding to the NEET crisis” held on 28 July 2011.
- p) Towards the end of its work, the Task Team also engaged on its initial proposals with a range of stakeholders at a meeting on 20 April 2012, with the NEDLAC Development Chamber on 10 May 2012 and with the SADTU National Education Committee on 11 May 2012.