

Design Evaluation of Draft Policy on Community Colleges

Appendix 2: Instruments
Prepared for DPME/DHET

Evaluation No: RFP51/2014
August 2015

1. Focus Group Interview with DHET Officials

1. PURPOSE OF POLICY

- Do you believe it is necessary to have the policy on community colleges and if so why?
- Is this policy a government priority? Is the rationale for it being a priority clear?
- Is this policy development widely supported in the DHET or is it only a Minister's enthusiasm?
(Ask questions relating to the respondents' specific role in the policy process)

2. LINKAGES (TV)

- Does the policy have coherent links to existing policies, strategies and provision?

Such as: Open Learning Policy?
 Career Guidance Website?

3. GOVERNANCE (optional)

- How should a new community college system to be governed?
- How should staff be employed?

4. PUBLIC AND PRIVATE COMMUNITY COLLEGES (optional)

- The White paper and the early draft of the community college policy envisaged both public and private community colleges but the October draft only speaks of public ones. Why is this?
- What will happen to Private Adult learning Centres currently registered with the Department?

5. PARTNERSHIPS (optional for EMIS)

- What partners could be involved in the construction of the Community College sub-sector?

6. TARGETS

- Who do you see as the main target groups?
- Are the White paper targets for the growth in youth and adult education/community college numbers feasible? (By 2030 goal is to have enrolments of 1.6 million in

public universities, 2.5 million in TVET colleges, and 1.0 million in community colleges)

7. PROGRAMMES

- What do you see as the ideal programme mix?
- How will programmes be developed?
- Who is currently working on programme development? (Ask about SAIVCET)
- What capacity is there to do so?
- What provision will there be for learners with special needs?
- Will university adult education capacity be resuscitated in time?
- The White Paper on post-school education and training states that the DHET will establish a Skills Planning Unit which will work with universities and other research institutions to develop an institutional mechanism for skills planning. The Unit will also identify current and future demand as accurately as possible. Are there any indications of the establishment of such a Unit at DHET?

8. MODES OF DELIVERY (optional for EMIS)

- How could one make use of alternative modes of delivery in the development of the Community College sector?
- What kind of enabling infrastructure would be necessary? (optional for TV)

9. DATA

- Where is the current data, who has it, who processes it and how is it used?
- Is there research capacity to verify and evaluate it?
- What templates are there to assist in the data capture, dissemination and comparison process?
- Do you have any data on infrastructure?
- What challenges are currently experienced in collecting EMIS for the Community College sector?
- What needs to be in place in order to overcome these challenges?
- What can be learnt from other sub-sectors' EMIS?
- What data is required to monitor the Community College sector (e.g. on target groups)?

10. SETTING UP OF COMMUNITY COLLEGES

- Who should be responsible for developing the regulations and operating systems for new pilot model community colleges?

11. FINANCE (optional)

- Where will the money come from and how does it get to youth and adult education in community colleges?
- Ideally, what percentage of the total national Education budget should be spent on community colleges/community learning centres?

12. ASSESSMENT

- What assessment plans have been made?
- What challenges are currently faced assessment in the Community College sector and how would we overcome them?

13. STAFF DEVELOPMENT

- What plans are there for staff development?
- Given the likelihood of seriously underprepared students, how prepared are the educators to teach them appropriately?
- Have there been discussions with universities on this?
- Have staff had ICT training?

2. Focus Group Interviews with Provincial AET Officials

1. PURPOSE OF POLICY

Why is the policy on Community Colleges needed?

What level of priority do you think this policy has?

- *High / Low?*

Explain why do you think this?

Is this policy development widely supported in the DHET or is it only a Minister's enthusiasm?

Where do Community Colleges fit into the Post Schooling landscape?

2. ROLE AND FUNCTION OF COMMUNITY COLLEGES AND TARGET GROUPS

Who do you see as the main target groups that the Community Colleges will serve?

What do you understand the role and function of Community Colleges to be?

- *Should Community Colleges primarily offer second chance learning and some AET programmes? OR*
- *Should they offer a broad range of programmes including programmes such as trade union and worker education and training?*
- *Any other ideas about the type of programmes that should be offered?*

3. LEGISLATION

What is your understanding of the planned provincial process for establishing Community Colleges?

- How will this new institutional type be established?

4. GOVERNANCE

How does the draft policy and the Act suggest that the new Community College system should be governed?

What do you think the strengths and weaknesses of this approach are?

What will the role of AET provincial personnel be in relation to the new Community Colleges?

Probe: If there is an indication that provincial AET personnel do not want to work in the new community colleges, probe to check the reason for this:

- *Does it relate to conditions of service? Explain*
- *What do you think you will do in your new role in the new Community College sub-system*

5. PROGRAMMES

How will programmes and learning and teaching materials be developed?

What capacity is there to do so?

What is the status of SAIVCET?

- *If SAIVCET is not established timeously, what are the alternatives?*

6. STAFF DEVELOPMENT

What plans are there for staff development?

Have there been discussions with universities on this?

- *Will university adult education capacity be resuscitated in time?*

Have staff had ICT training?

Given the likelihood of underprepared students, how prepared are the educators to teach them appropriately?

What provision will there be for learners with special needs?

3. One on one Interview with Treasury Representative

Key Questions to Treasury

1. PALCs are being moved to DHET. Have there been any submissions from DHET in respect of the function shift from a provincial to a national competence?
2. Will there be any shift of budget from Province to DHET in this regard? If so, will the amounts involved be equivalent to what has been involved in running the PALCs under provincial auspices?
3. A report of the Auditor General makes clear that the functioning of PALCs has been far from optimum. Has DHET requested financial resources which will allow it to attend to the deficiencies identified?
4. One of the advantages of the PALCs identified in the White Paper on Post Schooling is that they are distributed and hence close to where their target audiences live. The Provincial AET offices have however found it difficult to oversee the many adult learning centres under their control. How do you see DHET being able to oversee these distributed centre? Will provincial offices be created under DHET? Are there precedents for such arrangements in other sectors?
5. How do you see the amalgamation of PALCs into a single entity; does such an entity become a prototype Community College?
6. Is the development of Community Colleges seen as a Cabinet priority?
 - a. Who do see as the main target groups of Community Colleges and what would you see them offering?
 - b. If not, what other initiatives is Treasury supporting to address the issues of the NEETs and why is Treasury allocating so much to TVET Colleges when so many are non-functional?
 - c. If yes, what resources have Treasury allocated to Community Colleges? Have there been any submissions from DHET to establish new Community Colleges (rather than the merger of PALCs into Community Colleges)?
 - d. How has Treasury responded to such submissions?
 - e. Are there ways in which DHET could improve their submissions to receive more funds?
7. We understand that Treasury has not been sympathetic to the creation of SAIVCET.
 - a. Is this correct, and if so, why?
 - b. Our view is that such an institution is essential to the functioning of the Community Colleges allowing them to have well designed resources to offer effectively a range of national needs such as NASCA, NSC rewrites, ABET levels 1 – 4, Early childhood care, as well as Community health, Parenting and childcare, Care for the aged, Citizenship education, Effective use of Consumer

technologies etc.¹ while giving them time to respond to more local needs. (Note some of what the AG found, was a dearth of learning materials.) Would Treasury also have a tepid response to a SAIVCET?

¹ *The Draft Policy on Qualifications in Higher Education for Adult Education and Training Educators and Community Education and Training College Lecturers* (DHET February 2014 pages 2-3). The draft policy is clear that: The state assumes a responsibility to provide adult education and training and community education and training and development in the areas listed above as well as in a variety of other areas.

4. One-on-one interview with Adviser to the Minister of Higher Education and Training

Questions to MHET/Senior DHET Officials

1. The White Paper presents a compelling case for Community Colleges and emphasises the importance of their being distributed and thus close to the homes of the potential audience. What do you see as the key purpose(s) of the Draft Policy on Community Colleges? How should it relate to the White Paper on Post Schooling? It does not develop the vision and concept of Community Colleges, is this deliberate?
2. How important do you see Community Colleges in the Post School landscape? How will/should Community Colleges be different from TVET Colleges?
3. Currently the legislation deals generically with all Colleges, with the previous FET Act being amended to cover Community Colleges.
 - a. Given the differences between TVET Colleges and Community Colleges you describe here and in the White Paper, is it appropriate that the legislative framework should be the same for both types of College?
 - b. In particular, are TVET Colleges seen as a central Administration with a *small number of large affiliated campuses*, while Community Colleges may consist of a *large number of very small* Community Learning Centres supported by some more central body? Does this have implications for governance, funding etc?
4. The Draft Policy on Community Colleges has as one of its purposes to provide the policy for the shift of PALCs to DHET. Could you comment on
 - a. Whether it is appropriate that the first Community Colleges established in April 2015 will be a Community College in each province made up of a sometimes large number of generally poorly performing PALCs²;
 - b. How you intend to oversee a large number of widely distributed Adult Learning Centres from DHET in Pretoria;
 - c. How you propose to strengthen the capacity in DHET to both oversee the PALCs and to develop a vibrant Community College Sector?
5. What submissions has DHET made to Treasury in relation to creating the Community College Sector? What was their response? How do you plan to follow up? Is it possible to shift some resources from TVET to this sector?
6. We understand that Treasury has not been sympathetic to the creation of SAIVCET.
 - a. Is this correct, and if so, why?
 - b. Our view is that such an institution is essential to the functioning of the Community Colleges allowing them to have well designed resources to offer

2 See AG's draft report presented to the DG of DHET and described to us orally by AG representatives. See also Saide's Audit on GDE Adult Learning Centres of 2013 commissioned by the GDE.

effectively a range of national needs such as NASCA, NSC rewrites, ABET levels 1 – 4, Early childhood care, as well as Community health, Parenting and childcare, Care for the aged, Citizenship education, Effective use of Consumer technologies etc.³ while giving them time to respond to more local needs. (Note some of what the AG found, was a dearth of learning materials.) Would Treasury also have a tepid response to a SAICET?

7. Please comment on the conceptualisation and implications of a decentralised versus a centralised organisation for Community Colleges?

³ *The Draft Policy on Qualifications in Higher Education for Adult Education and Training Educators and Community Education and Training College Lecturers* (DHET February 2014 pages 2-3). The draft policy is clear that: The state assumes a responsibility to provide adult education and training and community education and training and development in the areas listed above as well as in a variety of other areas.

5. Interview DHET EMIS: Two staff members

PURPOSE OF POLICY

- Do you believe it is necessary to have the policy on community colleges and if so why?
- Is this policy a government priority? Is the rationale for it being a priority clear?
- Is this policy development widely supported in the DHET or is it only a Minister's enthusiasm?

(Ask questions relating to the respondents' specific role in the policy process)

TARGETS

- Who do you see as the main target groups?
- Are the White paper targets for the growth in youth and adult education/community college numbers feasible? (By 2030 goal is to have enrolments of 1.6 million in public universities, 2.5 million in TVET colleges, and 1.0 million in community colleges)
- Can you explain a bit about the data you capture for Adult Education and Training Centres?

PROGRAMMES

- What do you see as the ideal programme mix?
- How will programmes be developed?
- Who is currently working on programme development? (Ask about SAIVCET)

DATA

- Where is the current data, who has it, who processes it and how is it used?
- Is there research capacity to verify and evaluate it?
- What templates are there to assist in the data capture, dissemination and comparison process?
- Do you have any data on infrastructure?
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- What needs to be in place in order to overcome these challenges?
- What can be learnt from other sub-sectors' EMIS?
- What data is required to monitor the Community College sector (e.g. on target groups)?

6. Interview DHET: Director for career development and open learning.

PURPOSE OF POLICY

- What is the real purpose of the Policy on Community Colleges?
- Do you believe it is necessary to have the Policy on Community Colleges and if so why?
- Is this policy a government priority? Is the rationale for it being a priority clear?
- Is this policy development widely supported in the DHET or is it only a Minister's enthusiasm?

(Ask questions relating to the respondents' specific role in the policy process)

LINKAGES

- Does the policy have coherent links to existing policies, strategies and provision?

Such as: Open Learning Policy?
 Career Guidance Website?

TARGETS

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PROGRAMMES

- What do you see as the ideal programme mix?
- How will programmes be developed?
- Who is currently working on programme development? (Ask about SAIVCET)
- What capacity is there to do so?
- What provision will there be for learners with special needs?
- The White Paper on post-school education and training states that the DHET will establish a Skills Planning Unit which will work with universities and other research institutions to develop an institutional mechanism for skills planning. The Unit will also identify current and future demand as accurately as possible. Are there any indications of the establishment of such a Unit at DHET?

MODES OF DELIVERY

- How could one make use of alternative modes of delivery in the development of the Community College sector?

SETTING UP OF COMMUNITY COLLEGES

- Who should be responsible for developing the regulations and operating systems for new pilot model community colleges?

STAFF DEVELOPMENT

- What plans are there for staff development?
- Given the likelihood of seriously underprepared students, how prepared are the educators to teach them appropriately?
- Have there been discussions with universities on this?
- Have staff had ICT training?

7. Interview DHET: Project Manager: Function Shift

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(Ask questions relating to the respondents' specific role in the policy process)

LINKAGES

- Does the policy have coherent links to existing policies, strategies and provision?

Such as:

Open Learning Policy?
National Development Plan?
Career Guidance Website?

GOVERNANCE

- How should a new community college system to be governed?
- How should staff be employed?
- What challenges do you envisage in terms of governance of community colleges?
- There were problems with shifting the functions of the FET Colleges. What were the major stumbling blocks in this process?
- What challenges do you foresee with shifting of the function?

PUBLIC AND PRIVATE COMMUNITY COLLEGES (optional)

- The White paper and the early draft of the community college policy envisaged both public and private community colleges but the October draft only speaks of public ones. Why is this?
- What will happen to Private Adult learning Centres currently registered with the Department?

PARTNERSHIPS

- What partners could be involved in the construction of the Community College sub-sector?

TARGETS

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MODES OF DELIVERY

- How could one make use of alternative modes of delivery in the development of the Community College sector?
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FINANCE (optional)

- Where will the money come from and how does it get to youth and adult education in community colleges?
- Ideally, what percentage of the total national Education budget should be spent on community colleges/community learning centres?

STAFF DEVELOPMENT

- What plans are there for staff development?
- Given the likelihood of seriously underprepared students, how prepared are the educators to teach them appropriately?
- Have there been discussions with universities on this?
- Have staff had ICT training?
- Are existing national and provincial adult education directorate staff, who have hitherto only managed (and not very well) the PALCs in each province, the best people to generate a totally new system of community colleges (particularly as they appear not to want to work in them but stay in “head office”) ?

INFRASTRUCTURE

- What critical infrastructure is needed for the community college sector?
- Is there an infrastructure plan?

8. Interview DHET: Director: NQF

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STAFFING

- What sort of staffing do you expect to be in community colleges?
- Should the colleges employ full time or part-time staff?

ASSESSMENT

- What assessment plans have been made?
- What challenges are currently faced assessment in the Community College sector and how would we overcome them?

STAFF DEVELOPMENT

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9. Interview DHET: Acting Deputy Director General: Universities

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4. TARGETS

- Who do you see as the main target group?
- Are the targets set in the White Paper on Post -School Education and Training realistic?