

Report of the Task Team on Community Education and Training Centres

Summary

Table of contents

List of tables and charts.....	iv
Abbreviations and acronyms.....	v
Introduction: background and methods.	1
Section 1. South Africa's developmental agenda and education opportunities for adults and young people.....	3
Section 2. Reviews of the literature on appropriate institutional forms of lifelong learning.	15
Section 3. Community research: imagining community education and training centres..	23
Section 4. Proposals on a 'new' institutional model.	33
Section 5. Implementation steps: the way forward.....	51
References.....	53
<i>Appendix 1: Submissions from and engagements with stakeholders.</i>	<i>55</i>

List of tables and figures

Table 1:	Summary of institutional forms providing learning opportunities for adults and youth.....	9
Table 2:	Summary of supplementary institutions supporting education for adults and youth.....	11
Table 3:	Targets for 2030 enrollment in the Post-school sector.....	12
Table 4:	Examples of existing Community Learning Centres by institution type.	20
Table 5:	Youth and adult target groups and learning needs.....	36
Table 6:	Proposed institutional model for adult and youth education.....	39
Table 7:	Advantages and disadvantages of proposed options.....	43
Figure 1:	Framework for Community Education and Training Centres.	29
Figure 2:	Option 1: Community Learning Centres a part of a three-tier post-school sector.	44
Figure 3:	Option 1: Community Learning Centres a part of a two tier post-school sector.	44

Abbreviations and acronyms

ABET	Adult Basic Education and Training
AET	Adult Education and Training
CBO	Community Based Organization
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
FBO	Faith Based Organization
FETI	Further Education and Training Institute
FET	Further Education and Training
FTE	Full-time equivalent
GDP	Gross Domestic Product
GET	General Education and Training
GETC	General Education and Training Certificate
HE	Higher Education
HEI	Higher Education Institution
LED	Local Economic Development
NASCA	National Senior Certificate for Adults
NCV	National Certificate (Vocational)
NATED	National Technical Education
NDP	National Development Plan
NEDLAC	National Economic Development and Labour Council
NEET	Not in Employment or in Education or Training
NEPI	National Education Policy Initiative
NGO	Non-Governmental Organization
NPC	National Planning Commission
NPFET	National Plan for Further Education and Training Colleges
NPO	Not for Profit Organization
NQF	National Qualifications Framework
NSF	National Skills Fund
NSFAS	National Student Financial Aid Scheme of South Africa
NSC	National Senior Certificate
NSDS	National Skills Development Strategy
NYDA	National Youth Development Agency
ODL	Open and Distance Learning
OER	Open Educational Resources
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
YAC	Youth Advisory Centre

Introduction

Background and methods

Terms of reference of the Task Team

1. The Departmental of Higher Education and Training Task Team on Community Education and Training Centres (CETCs) was appointed in April 2011 and submitted its final report on 25 May 2012. Its task was to investigate and recommend an alternative and more effective institutional form for addressing the education and training needs of adults and out-of-school youth.

2. The terms of reference of the Task Team were to:

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

Consider the policy and legal implications for a new community education and training system, with particular regard to current legislation.

Make recommendations on relevant programme offerings by community education and training centres taking into account the distinct identity of the institution.

Investigate and propose appropriate funding modalities for community education and training centres.

Investigate and make recommendations on suitable governance mechanisms for the community education and training centres.

Develop broad implementation steps to institutionalise community education and training centres within a post-school system.

Review relevant local and international literature on appropriate forms of lifelong learning in making recommendations on community education and training centres.

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 were:

Ms. Fébé Potgieter-Gqubule (Chairperson)
Mr Michael Cosser
Ms Tsakani Chaka
Mr Mabu Raphotle (on behalf of Ms S. Nxesi)
Prof. John Aitchison
Mr Ivor Baatjes
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.

Methods used by the Task Team to gather information

6. The Task Team conducted research on local and global experiences of adult and community education and on institutions and programmes aimed at youth and adults and prepared both national and international literature reviews and commissioned a survey of community learning and education in three communities in KwaZulu-Natal, Limpopo and Gauteng. Relevant South African policy documents, legislation and research was also examined.
7. Submissions (listed in Appendix 1) in the form of presentations to the Task Team came from a wide range of South African institutions, individuals and programmes. Task Team members also attended workshops and meetings where matters relevant to the brief were discussed.

Report outline

8. This document is a summary of the final report. It comprises the following sections:
 - Section 1. South Africa's developmental agenda and education opportunities for adults and young people
 - Section 2. Reviews on the literature on appropriate institutional forms of lifelong learning
 - Section 3. Community research: imagining community education and training centres
 - Section 4. Proposals on a 'new' institutional model
 - Section 5. Implementation steps: the way forward
9. The full final report to the Department of Higher Education and Training also contained several annexure with the literature reviews, commissioned research and the submission presentations.

Section 1

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

Foundations of the last eighteen years

10. 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.
11. Despite these achievements, the *Green Paper for Post-School Education and Training* (Department of Higher Education and Training, 2012, p. x) 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 little opportunities for access to first or second chance learning. This poses problems. Firstly, these groups include at least 12 million adults with less than Grade 9. There are nearly three million young people not in employment or education and training (the NEETs) between the ages of 18 and 24 years. Only 7% of workers with less than 10 years of schooling are employed in the formal economy.
12. The post-apartheid 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.

Approaches to education and training

13. The debates in our recent education and training policy documents 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 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.
14. Neo-classical scholars during the early 1970s questioned the human capital approaches and argued “education was powerless to alter the fundamental class location and labour market trajectories of working class learners” (Kraak, 2001, p. 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 focussing on primary education. This, according to Cloete *et al* (2011, p. 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.”

15. In a significant shift during the 1990s – especially in the context of research on 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 and later research suggests that world-wide economic systems that apply narrow notions of human capital theory have failed to deliver education, employment and rewards and there is a need for a broader conceptualization of the role of education in national development.
16. Another, third, approach, evident in the context of the struggle against exclusion and discrimination, is South Africa’s very strong tradition of non-formal popular education forms 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.
17. South African debates on education and training are thus informed by the influences of the education as a human right, the emancipatory framework and the human capital approaches.

Problem statement: the learning needs of adults

18. The *Report of the Ministerial Committee on Adult Education* (Department of Education 2008a, p. 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?”

19. Although the report does not answer all of these questions, it suggested that provision should target adult learners aged 15 to 55 years interested in still completing their education or in learning more generally. So defined, the last general census numbered nearly 11 million with less than a Grade 9 of whom 7 million had less than Grade 7.
20. The CETC Task Team has some concerns about the rigid application of this age range. At the lower age cohorts, there are thousands of youngsters below the age of 15 years who drop out of school every. 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 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.

21. The *Report of the Ministerial Committee on Adult Education* (Department of Education, 2008a, p. 9) reported the need to identify enabling mechanisms, in order for 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 (NGOs) and community-based organisations that offer flexible needs-based programmes, as well as skills programmes; and
 - to 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.
22. The *Report* 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.
23. 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)
24. Adult education in the above sense therefore 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 and pathways therefore encompasses post-school adult learning in its broadest sense, including articulation with and access to university education.

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

25. 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.
26. South Africa's labour market is particularly harsh for first time entrants and particularly for school leavers. 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 does not have opportunities for improving their education and skills after leaving school, nor are there many second chance opportunities to complete an unfinished schooling.h

27. According to Sheppard (2009) in 2007 there were about 2,8 million youth unemployed youth who were not in education and training. Of them, over a million had less than a Grade 10 attainment, a further one million had Grade 10 but less than Senior Certificate, nearly 700 000 young people had a Senior Certificate and another 100 000 had a Senior Certificate with matriculation exemption. Every year a further 500 000 young men and women joined the group of NEETs.
28. Approaches to deal with the challenges of the youth labour market are usually multi-faceted and economic growth policies, entrepreneurship training and support, education and skills training, education linkages to work and labour market information, special employment programmes (e.g. the Expanded Public Works Programme, the National Youth Service Programme) and various efforts to promote youth employment (learnerships, youth wage subsidies, etc.).
29. The *After school, what?* (Department of Higher Education and Training, 2009, p. 3) argues that 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.

This requires providing an achievable secondary education system, followed by comprehensive post-secondary education and/or skills development relevant to the labour market and adapted to a context of technological and economic change, providing second chance opportunities and programmes, a wide range of flexible (and accessible) learning pathways to ensure that a wide range of young people can find home institutions and programmes and delivery mechanisms that would suit them.

Current policy and legislative framework

30. There is a range of policy papers, legislation and plans relating to various education and training institutions that provide or have potential to provide for out-of-school youth and adults. These include the following:
 - Higher Education Act 101 of 1997
 - Non-Profit Organization Act 71 of 1997
 - Further Education and Training Act 98 of 1998
 - Skills Development Act 97 of 1998 as amended
 - Skills Development Levy Act 9 of 1999
 - Adult Education and Training Act of 2000 as amended
 - National Skills Development Strategy (2000-2005, 2005-2010, and 2011-2016)
 - Further Education and Training Colleges Act 16 of 2006
 - National Plan for Further Education and Training Colleges in South Africa of 2008
 - National Youth Development Agency Act 54 of 2008
31. The Adult Basic and Education and Training (ABET) Act 52 of 2000 establishes and regulates public and private learning centres, though much of the Act relates to public centres. The Act was subsequently amended and renamed the Adult Education and Training (AET) Act and now includes matter relating to the employment of educators in the public adult learning centres and the determination, implementation and monitoring of national education policy as applicable to adult education.

32. The Further Education and Training Act 98 of 1998 established the 50 public Further Education and Training (FET) Colleges; provides for the of 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. The Further Education and Training Colleges Act 16 of 2006 regulates governance and funding of further education and training colleges, the registration of private FET colleges and promotion of quality in further education and training. This Act was implemented through the *National Plan for Further Education and Training Colleges* (NPFET) gazetted in 2008, which sets out targets, changes and resource possibilities in FET provision. The plan also encourages cooperation and collaboration between FET Colleges and the SETAs.
33. 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 institution; registration of private higher education institutions; appointment of the independent assessor and provide for quality assurance and quality promotion in the higher education sub-sector.
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 (p. 9):

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 to adults and youth

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 basic education under pressure from foreign investors. NGO, 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 focussed on literacy for workplace communication.
39. Building on these experiences, the post-1994 education and training framework at policy level embraced the concept of lifelong learning. However, the main implementation action was initially directed to formalising a system of Adult Basic Education and Training (ABET) in Public Adult Learning Centres (PALCs) and industry sites as part of the new National Qualifications Framework. Secondly, some efforts were made to eradicate illiteracy through campaigns, and since 2008, through the successful Kha Ri Gude adult literacy 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. Various continuing education and training opportunities for adults and youth are currently provided by the state, as well as business, industry and civil society.

40. The South African literature review (Raphotle, 2012) identifies five distinct institutional forms that supply education and training outside of the school system:
- Private and Public Adult Learning Centres,
 - Public and private FET colleges,
 - Public and private higher education institutions,
 - Not-for-profit organisations, and
 - 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 of these are the Sector Education and Training Authorities (SETAs) and the National Youth Development Agency (NYDA) (See Table 2 below).
43. 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, community organisations and NGOs.

Challenges to current youth and adult learning provision

44. All of the above institutional forms and the funding thereof combined provide for around 1,8 to 2 million learning opportunities. This provision is therefore inadequate given a potential demand that is five to ten times this figure. In addition, the current system also suffers from the following challenges:
- Very poor articulation across the entire post- school system, despite the existence of the National Qualifications Framework.
 - Too little differentiation, too few flexible pathways, rigidity in offerings (part-or full-time).
 - Insufficient focus on a quality GETC qualification and on post NQF level 4 qualifications and programme offerings.
 - The current ABET provision in the PALCs has inadequate infrastructure and weak financial support. It fails to attract large numbers of adults and youth.
 - The FET college sector has a poor 'second chance' track record of getting large numbers of youth 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.
 - 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 and in general public education campaigns.

Table 1: Summary of institutional forms providing learning opportunities for adults and youth (Raphotle, 2012)

	Adult Learning Centres	FET Colleges	HE Institutions	NPOs and CLCs
Distinct	Public Adult Learning Centres (PALCs) operate mainly within or linked to schools, and some have satellite sites. They are registered and funded in conformity to the Adult Education and Training Act of 2000 as amended. The Act, also provides for the registration of private centres such as company based private sector centres mainly for employees and not-for-profit community ones.	Integration of racially fragmented technical education through FET Act of 1998 merged 150 institutions into 50 public FET colleges. The Act allows for registration of Private FET colleges accredited by Umalusi, whilst the Skills Development Act provides for accreditation of skills development providers (private or public).	There are 23 public universities: 11 academic, 6 comprehensive and 6 universities of technology, all governed by the Higher Education Act of 1997. The Act was amended in 2000 and 2001 to allow for the registration of private universities. Some not for profit HE institutions are run by religious, philanthropic groups and employers	Trusts, non-profit companies, associations established for public purpose and not for profit that provide education services as their main purpose or as an addition to their main purpose. There are also many faith-based organisations (FBOs) in this category. Multi-purpose community centres (MPCCs)
Access and number	PALC numbers fluctuate between 2000-2500 centres and satellites. Since PALCs use schools, fair geographic spread. PALC learner numbers: fluctuating 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'. As of January 2012, 1 713 private and community based adult education and training providers registered.	50 Public FET colleges with 232 campuses or learning sites (2011). 272 to 455 Private FET colleges registered with DHET, with about 1 000 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 HE institutions registered in 2010, but some instability, actual figure closer to 87. Student enrolment figures at Private HEIs range from 20 to 15 000 students, with the top 9 private HEIs enrolled around 50 000 students in 2009.	59% of FBOs reach < 200 people per month, 45% < 100 per month. More than 200 MPCCs, including, 149 Thusong centres
Programme offerings	PALCs: two main qualifications – GET Certificate also known as ABET level 4 or NQF level 1 and the Senior Certificate for youth 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.	Public and Private FETs: 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, and 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 shop for various community needs, government information and services, small business support and information.

Quality assurance	Umalusi for the GETC/ABET 4, ABET levels 1-3 use internal assessments	NCV and N1-3 quality assured by Umalusi, none for N4-6 and N diploma, short courses 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 encourage PALCS links with communities, although poorly marketed in communities where they operate	The recent HSRC report (2012) on FET colleges show poor linkages with industry and business and local communities	Variable community links, faculty links with professional associations. Many have some graduate placement programmes.	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 staffing	PALCs regulated by AET Act, with Governing body drawn mainly from internal stakeholders who are volunteers. National Advisory Board for ABET (NABAET) in AET Act never established. In 2010 a total of 14 443 staff were employed.	College staff employment devolved by FETColleges Act of 2006 to colleges. Reports of 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 HEIs, but large contingent of part-time staff.	Boards or other forms of internally regulated governing structures. NPOs mainly black women (73% of full-time staff). FBOs small with less than 20 employees
Funding	PALC main source of funding provincial departments of education, often obscured under other funding categories. In 2006 provinces spent on average less than 1% of education budgets on AET, with 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 paid 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 complex formula including research output. Growth in system at 4.8% per annum, but budget only for 2.8% growth. Spending on HE declined from 0.9% of GDP late 1980s to 0.6% in 2009. Per-student expenditure by government declined 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.	Limited public funding for NGOs, MPPCs and CBOs. Other sources are donors and corporate social responsibility grants. Foreign donor funding for the sector declined by as much as 40-50% over the last two decades. MPCCs private and foreign donor funded, Thusong centres public funding.

Table 2: Summary of supplementary institutions supporting education for adults and youth (Raphotle, 2012)

	Sector Education and Training Authorities (SETAs)	National Youth Development Agency (NYDA)
Distinct	Set up in accordance with the Skills Development Act of 1998 in a national economic sector, each of the 21 SETAs develops and implements a Sector Skills Plan, within an overall 5 year National Skills Development Strategy.	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 number	Should be accessible to all employers and employees in a given sector. However just over 100, 000 learners enrolled through SETAs in 2011. Variable figures for work-place training by companies. Provision of SETA training programmes mainly through private providers.	NYDA skills development programmes reached about 30 000 youth per year, and a further 400 000 youth make use of its youth information and career guidance services. The latter services are provide 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, business management training, job preparedness, technical skills training, experiential programmes, Youthbuild, 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. National Youth Service Programme combines work experience in community and public projects.
Quality assurance	ETQAs and Umalusi	Cross section of QA bodies, depending on programme.
External linkages	Insufficient links with communities , though some concerted efforts through NSDS II and III to address this and 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, Variable recognition by employers.	
Funding	Skills Development levy.	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 2012 *Green Paper* and the *National Development Plan: Vision 2030*

45. The formation of the Department of Higher Education and Training (Department of Higher Education and Training) in 2009 placed nearly all elements of the non-school education and training system under one roof and the *Green Paper for Post-School Education and Training* 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.
46. Post-school education includes adult education and continuing education, further education and training, skills development and higher education, in both formal and non-formal settings provided to people who have left school as well as to those who have never been to school. "Further Education and Training colleges, public adult learning centres, sector education and training authorities, professional colleges and Community Education and Training Centres are important elements of the post-school system that provide diverse learning opportunities." (p. 295)
47. The *Green Paper* identified the key challenges facing the Post-school system as "inadequate quality, quantity and diversity of provision" and acknowledges (p. 9) 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 out on. 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.
48. To remedy 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 enrollment, but more significantly to have tripled provision in the Colleges sector by 2030, including through Community Education and Training Centres.

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

Institutions (public and private)	2011 headcount enrolment	Department of Higher Education and Training target 2030	National Planning Commission target: 2030
Universities	950 000	1 500 000	1 620 000
FET colleges	300 000	4 000 000	1 250 000
PALCs/CETCs	300 000		1 000 000

Sources: Department of Higher Education and Training, 2012, p. 5 and NPC 2012, pp. 319, 322

49. To achieve these targets, the Department of Higher Education and Training must therefore 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.

Implications of the *Green Paper* for the CETCs' establishment

52. **Expansion of the Post school system:** the Department of Higher Education and Training envisages a massive expansion of the FET college/CETC system (to 4 million headcount enrollment) though the National Planning Commission (NPC) sets a much lesser target of 2,25 million enrollments for the same period (2030) and divide this into 1,25 million in FET colleges and 1 million in CETCs. Given the current low base with about 300 000 in FETCs and the same number or less in PALCs, and a largely static enrollment profile over the past decade, these goals may be hard to achieve.

There are two specific challenges in this regard:

53. Firstly, will funding 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% per annum) and per-student public expenditure has taken a dramatic dive over the last two decades. Similarly the funding track record of adult education has been poor with the first post-1994 literacy programme unfunded in spite of being one of the Presidential Lead Projects and since then the ongoing under funding of PALCs.
54. Secondly, is there 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. Positively, the Department of Higher Education and Training and the NPC identified the need for the creation of both new public colleges and CETCs.
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." (Department of Higher Education and Training, 2012, p. 19).
56. However, there are ongoing problems in the conceptualisation of FET college provision, shown by:
- 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.
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 is the 'other non-FET colleges' including re-opening some teachers training colleges and either improving coordination between Department of Higher Education

and Training and departmentally based colleges such as nursing and agricultural colleges or shifting them all under the Department of Higher Education and Training 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 youth suggests a mechanical bureaucratic response to what is a massive and multi-faceted social and economic problem.
59. **Addressing private and non-formal provision:** The *Green Paper* focusses on public provision (the NDP to a lesser extent so), but we also need to explore the possible contribution of the private and non-for-profit sectors to expanding student enrollments 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.
60. **Sequencing of expansion:** We need to ask whether the plans for expansion fit 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 problem alone highlights the need for concerted simultaneous action on all three fronts.
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 which target groups should CETCs notionally be catering for?
 - What programme offerings and at what levels should CETC provision be pitched?
 - 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 CETCs distinctive?
 - In what ways and to what extent will CETC provision be expected to reduce unemployment?

Section 2

Reviews of the literature on appropriate institutional forms for lifelong learning

62. The Task Team commissioned two literature reviews, South African and international, focussing 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) (also called Community Learning Centres (CLCs)) 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

63. This 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 (the Wolf Report).
64. Internationally considered, 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). 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 talk about Youth and Adult Education. Youth who are “Not Employed or in Education and Training” (the NEETs) are the subject of growing international concern because of their growing numbers and who are seen as a potential source of political and economic instability.

The issue of terminology

65. 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. Such a standardisation should avoid the danger of adult education being equated narrowly with ABET and literacy instruction (as has been the case in South Africa).

Policy frameworks

66. Though adult education policies supporting empowerment (whether democratic or individual) or for economic change may exist they are often rhetorical or aspirational embellishments to mainstream education policies. Latterly, adult education policies are being justified by the evidence that literate and better educated youth 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).

67. Generally, and understandably, adult education policies in poorer countries tend to focus on literacy and basic education, whereas developed and rapidly developing countries have moved into a broader lifelong learning framework, such as in 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 modern society and economy).

Constitutional and Legislative support

68. Although a number of countries have some kind of constitutional reference to youth and adult education as a right, the international literature examined suggests that it must be backed by having well articulated, officially ratified, comprehensive adult education policies (allied to strategic plans of some substance) if a country is to have a successful adult education system, as is comprehensive legislation (and not just *ad hoc* funding legislation with short term goals).

Institutional forms and their articulation across sectors

69. The international literature provides little evidence of unique institutional forms for youth and adult education provision (except perhaps for the Scandinavian study circles system). What was different about the institutional forms was how easy it was to access them and how well they articulated with the conventional education system.
70. Where adult education is governed by multiple ministries, inter-ministerial committees of real substance seem to be a feature of successful adult education systems.
71. 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 that have well-managed articulation.

Governance

72. Internationally there are three trends:
 - greater devolution, decentralisation both organisational and financial, and even autonomy, accompanied by public consultation, consiliar arrangements and the partnership with civil society (in the highly developed world adult education provision tends to be done by civil society organisations funded by government);
 - more certification and quality control regulation and monitoring by central government administrations;

- as developing countries (notable the BRIC ones) 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.

73. The main state governance patterns are:

- 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) or delegation of responsibility to local agencies (either of government or civil society).

74. A striking commonality in the literature is that the big and successful delivery systems have governance and planning nodes of some substance at both national and state/regional level and that they have a good degree of autonomy from the more conventional schooling bureaucracy. They 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. What is crucial is that there are bodies or nodes of governance for whom adult education provision is their sole concern, adequate funding, and rigorous assessment, monitoring, and evaluation. In many cases the more operational institutes or centres are paralleled (also at various levels) by inter-ministerial and stakeholder representative councils. [By contrast South Africa's adult education governance of adult education 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

75. Generally, there is an insufficient supply of trained practitioners (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. 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. [South Africa is beset with all these problems, now made worse by the crass dismantling by university administrations of the modest infrastructure of adult education departments at 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)].

Qualifications and the Qualifications Authorities

76. The pre-CONFINTEA VI sub-Saharan Africa report, *The state and development of adult learning and education in Africa: regional synthesis report* (Aitchison and Alidou, 2009), has expressed certain cautions about national qualification frameworks as being over complicated and often mystifying and it takes an inordinate amount of training to equip an educator or trainer to understand what the standards require and how to apply them in the learning environment. In addition 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 formal, mainstream and profitable sections of the education and training enterprise.

The recognition of prior learning

77. 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”, particularly on any meaningful scale. Problems with regard to the RPL relate to its inaccessibility (and the self-interested refusal of educational providers to engage with it) though there are interesting developments in Asian countries on credit recognition, and open access examination systems for certain diplomas and degrees..
78. 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.

Quality assurance: monitoring, evaluation and research

79. 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. Universities, and departments of adult education in them, play a particularly important part in such work [The 2009 *African Statement on the Power of Youth and Adult Learning and Education for Africa's Development* (UNESCO, 2009) expresses concern at the lack of recognition of the role of universities. South Africa has seen a virtual demolition of the university-based adult education capacity.]

Funding

80. Of the state of funding arrangements for adult education in Africa the *African statement*, argued that youth and adult education is seldom viewed as an investment rather than simply as an expenditure and that the costing of adult education requires adequate needs assessment, research data, and accurate budgeting. Generally all countries report an insufficiency in the budget allocations for adult education.
81. There is considerable variation by country in how public monies are distributed for youth and adult education. In most countries monies are distributed via states/provinces/regions or municipalities and, where civil society providers are funded by the state, there are often legal criteria of non-profit and effective accountability and reporting. Provinces or states may have to provide matching or supplementary funding. Several countries now have a skills levy system for vocational and technical training.

Equity adjustments in funding

82. Some countries have means of adjusting funding so that disadvantaged and poor regions or groups of people receive preferential support. It seems common adult education practice for no tuition fees to be charged for basic adult education.

The South African Literature Review

83. This literature review examined the existing institutional forms that cater for the education and training needs of out-of-school, unemployed youth and of 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)). The review further examined other “supplementary” institutions or agencies, two of which were the Sector Education and Training Authorities (SETAs) and the National Youth Development Agency (NYDA).

Diverse institutional forms

84. The review looked at the uniqueness and distinctiveness of the specific institutional forms (some of them recognised by legislation and subject to state planning) and how many of these forms were operational, their geographical spread and footprint in communities.
85. 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 (p. 9):

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.

86. The review outlines institutional options available for youth 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*. The main models are listed below:

The Public Adult Learning Centre model

87. Though the current PALCs have a number of challenges, there are valuable lessons learnt from some of the centres that have adequate 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 gives such centres a distinctive institutional identity. With visionary leadership these mega-centres could establish small satellite centres within a 10 km 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.
88. 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. Fourthly, they provide ease of local access.

89. The key to the success of this model is adequate and sustainable funding to strengthen them in terms of human resources, infrastructure, the supply of educational materials and development of relevant curriculum. As model, the PALC has great potential, but to date it has not been well supported or funded.

The public FET Colleges model

90. Housing of CETCs within the public FET Colleges is one of the options proposed by the *Green Paper for Post-School Education and Training*. There is a degree of accessibility to local communities and there is an already existing infrastructure that can be utilised by the CETCs and they are both quality assured by the same body, Umalusi. Therefore, in theory, it should not be difficult for FET Colleges to extend their programmes to include ABET and the proposed NASCA programmes.
91. 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 number 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 capacity of about 400 000 learners.

The Community College model

92. This model incorporates parts of FET College and PALC 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. Some of the current FET Colleges or some of their campuses 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 innovative and shifts the paradigm in post schooling education landscape, the model will be more expensive to implement.

Other existing types of Community Learning Centres

Table 4. Examples of existing Community Learning Centres by institution type

(Note: these examples are by no means exhaustive, but illustrative of current approaches.)

Types	Examples
Public Adult Learning Centres upgraded in some way	Various attempts to upgrade PALCs into genuine community learning centres, but limited and not sustainable due to reliance on foreign donor funding. Examples: Umzinyathi Community Education Centre (KwaZulu-Natal) Sijonga-Phambili Community Learning Centre (Western Cape) Siyabuswa Educational and Development Improvement Trust (Mpumalanga)

Company based Private Adult Learning Centres	Provide formal ABET classes to workers out of pressures 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. Examples: Adult learning centres operating in the Mining sector (See Baatjes, Aitchison and John (2002). <i>Baseline study of ABET in the Mining and Minerals Sector: Improving provision and delivery.</i>)
Community based Private Adult Learning Centres	These usually provide formal ABET and Senior Certificate classes, but are more comprehensive in scope. They tend to be reliant on donor funding. Examples: St. Francis Adult Education Centre (Langa, Western Cape) Tembaletu Community Education Centre (Pietermaritzburg, KwaZulu-Natal) Share Adult Learning Centre (Helderberg, Western Cape)
Community training and learning Centres hosted by NGOs	These are training centres for the host NGO, usually focussing on a specific sector and expanded into other education programmes. Examples: The Valley Trust (Botha's Hill, KwaZulu-Natal) Khululeka Community Education Centre (Eastern Cape) Hantam Community Education Trust (Colesburg, Western Cape) Tshwane Community Learning Centre (Onderstepoort, Gauteng) Kgautswane Community Development Centre (Limpopo)
Community service centres with education add-ons by NGOs	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. Examples: Clouds of Hope (Underberg, KwaZulu-Natal) Woza Moya (Ixopo, KwaZulu-Natal) Hillcrest Aids Centre Trust (Hillcrest, KwaZulu-Natal) Refilwe Community Project (Lenasia, Gauteng)
Multi- purpose Community Centres (MPCCs)	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 centres such as the 149 Thusong Centres, resource centres, ICT telecentres, entrepreneurship and small business development centres. The mainly non-governmental MPCCs are not very sustainable.
Trade union and worker education centres	Trade unions – like other social movements - historically have always included a strong component of education and training in their work. Examples: Elijah Barayi Memorial Training Centre (Gauteng) Mineworkers Development Agency (seven sites, one in Lesotho) Ditsela and the Workers College (Gauteng)
Community college-like institutions	The NICE initiative advocated for the adoption of the Community college model, learning mainly from the United States model, but also experiences of community college 'type' or 'like' institutions already in existence, examples of which were: Funda Centre (Soweto, Gauteng) Khanya Colleges

Conclusions from the literature reviews

93. The South African literature review 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 and private spheres.
94. The international review shows the need, even where there is only one system, to ensure flexibility, multiple access points, dedicated institutions and strong differentiation to meet the multiple needs of adults and youth.
95. The conceptualisation of a new institutional model needs to build on the achievements of local traditions, learn from their mistakes, and design a system that is responsive, flexible and diversified.

Section 3

Community research: imagining community education and training centres

Introduction

96. The Task team commissioned a community research study that was conducted in local communities in the provinces of KwaZulu Natal (Pietermaritzburg), Limpopo (Sekhukhune) and Gauteng (Freedom Park) in early 2012. The research explored the rich traditions of the community and popular education sector and the contribution it can make, at both a conceptual and implementation level, to adult and youth education. Interviews were conducted with 209 adults and youth, 15 PALC managers, 17 CBOs and NGOs, two representatives from FET Colleges, two members of an old age club in Limpopo and a local skills co-ordinator

The concept of community education

97. Community education is gaining increasing attention in a number of countries as well as in research on community mobilisation and community organising. In conceptualising CETCs it is important to consider community education ideas that could assist in framing CETCs as alternatives to PALCs. Current policy discourse on post-school education and training in South Africa suggests that community education should support learning and development that leads to social justice for everyone. Community Education can be seen as committed to the principle that education should originate in and be designed to meet the interests of the community, and be directed to improving its quality of life. In this concept community is understood as the inhabitants of a limited or rural locality who share a sense of group identity and a body of specific common interests. Community education is merely of and for the community, which means that the community should have important powers of decision over education and a high degree of responsibility for its provision.
98. While members of a 'community' are located within a particular physical space, it is important to note that as a 'social group' its is not homogeneous. Communities are often heterogeneous and multifaceted. 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. The inter-connectedness 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. Therefore the role of a Community Education and Training Centre cannot be imposed but rather proposed in relation to the community needs that exist.
99. In 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.

100. We do 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, the lack of opportunities for personal and social advancement and the numbing effects of economic deprivation and poverty (Kgobe, Baatjes & Sotuku, 2012).
101. Though community education is often thought of as an essentially local approach to problem solving, with globalization of the economy and the emergence of transnational organisations concerned with social and/or economic issues, community education needs to rethink its approach to incorporate a global dimension because of its daily impacts on the local.

Adopting democratic learning principles

102. Policy and practice for community education and training should be founded on the underpinnings of a democratic society which views collective improvement in quality of life as the primary goal of its educational initiatives. All citizens should be provided with the opportunity for a lifetime of intellectual growth, vocational enrichment and social improvement. It is therefore important that community education, which consists of a combinations of general, career and citizenship education, should be based on the principles of democratic learning, which, appropriately conceived and implemented, can actually contribute to creating participatory and critical reflective citizens.
103. Democratic learning principles include (a) Mutual respect, humility, openness, trust and cooperation; (b) Passionate commitment to learning to "read the world" critically; © 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 and trust. (e) Genuine participation of all.

Community education in practice

104. The primary purpose of community education is education **for the community within** the community for the purpose of **building or animating community**, a process that stresses participation, shared decision making and use of community resources. Community education is about **the community itself learning to work together to identify and solve developmental problems** (personal, social, economic and political). It can be 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). It is relevant to the participating learners and is responsive to community priorities identified with people rather than for them.
105. The issue is complicated by the existence of practices that may be called "community education" but do not really correspond to the above understanding. A common one is **provision** of education **to** a community or in a community in **appropriate** and easily **accessible** ways. In this sense community education is more about approaches and methods of provision. It is not, *per se*, about education to build community, though that may be an outcome. The particular educational purpose, whether literacy or health education or skills training, etc., retains its primacy. Here it is the form of delivery, "community education", that is instrumental to the goal of providing the needed education and training.

106. However, there are many examples of failed top-down approaches to community education in which so-called ‘experts’ imposed their ideas on communities. “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.
107. Community involvement in adult and youth 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 in CBOs. Agency is further evident in the commitment expressed by youth and adults to run the CETCs.

Community education models

108. Various models of community education have been developed and applied over the years. These models reflect different emphases, educational approaches and roles of education in the process of bringing about change. Adult and youth educators also play different roles including:
 - direct **co-ordination and delivery of a wide variety of educational resources** available to meet community needs and interests.
 - working **in communities within a variety of community projects and community groups and institutions** providing information, resources, advice and, when the occasion arises, direct education and training.
 - **participating in community (political) action.**
 - **provide structured and systematic education** in support of working class activity.

The research study findings

Issues facing the community

109. Respondents provided a picture of a myriad of issues that affected the communities: high unemployment and poverty, a lack of services and poor infrastructure, high school drop-out rate (mainly because of high unemployment and poverty), teenage pregnancy, lack of job opportunities for those with technical skills, barriers of poverty and situation to accessing education and training, alcohol and drug abuse, crime, child abuse, increasing rate of suicide amongst youth, HIV/AIDS and TB, harassment of informal traders by police, boredom facing youth and the community at large and the lack of libraries, and recreational, sport and cultural facilities.
110. There was a common agreement on the need for more education and training (particularly technical skills such as bricklaying, sewing and welding), access to information on career opportunities, bursaries and para-legal advice, and better access to markets for agricultural produce and for crafts and marketing knowledge.

Views on education

111. There was unanimous agreement on the importance of education, both formal and non-formal, an awareness of the connections between education, skills, unemployment and poverty, and a belief that there was real knowledge and skills within the community (though uncertified) which could be used for, *inter alia*, infrastructural development work.
112. 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 a variety of different purposes to it. Education is viewed as a mechanism for personal development, community development, socio-political participation as well as for economic development.
113. Respondents emphasised the need for education and training programmes to be directly linked to the social difficulties experienced by communities (that is, they should be socially- driven rather than economic) and to be able to respond flexibly to cater for people at various levels of education.
114. 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.
115. Distance education programmes for those with higher levels of education should be available.
116. 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.

Views on existing institutions and providers and proposed CETCs

117. **PALCs** play only a limited role in meeting community needs and the participation rate is very low, mainly young people. 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. The current limited access to Senior Certificate tuition in many PALCs and the lack of educators who can teach mathematics was noted.
118. Though schools remain practical sites for the delivery of community education programmes, some PALC managers 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.
119. Generally, both youth and adults lamented the lack of a practical component in ABET – it is still formal ABE without the T. This has always been a common concern about ABET in various sectors of society, including industry-based programmes.

120. **CETCs** should:
- be community-driven, locally-oriented and informed by its contextual realities and existing networks of relations and should draw on the knowledge and skills that exist within communities.
 - have open access. 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.
 - have both full-time and part-time programmes to accommodate those work and this requires more flexible modes of provision and delivery.
 - also provide programmes in technical vocational education and training where there were no FET Colleges.
 - cater also for youth and children who drop out of school and also provide counselling for them.
 - provide space for NGOs and CBOs to offer important non-formal education programmes.
 - offer educational programmes on alcohol and drug abuse and relate to community police fora and the Department of Community Safety in crime prevention
 - develop relationships with other institutions such as: universities to support community education and development and parastatals and the business sector to provide additional resources.
 - also be sited in community halls, local FET campuses, and special mobile units equipped with the necessary resources.
121. 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, therefore, offer employment opportunities to unemployed youth and adults who are provided with appropriate training to run such a centre. Staffing should therefore reflect the curricula, both formal and non-formal, offered at a CETC.
122. **FET colleges** have access problems. Some communities do have reasonable access to FET Colleges, while others are poorly served. Some respondents 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. Many felt that skills development programmes offered by FET Colleges should be linked to local infrastructural development and other community development projects that would help address unemployment and poverty in their communities.. They argued that an alternative to tenders be considered in which the skills within communities are harnessed, developed and used for projects related to infrastructural development.
123. Access to FET Colleges requires urgent attention as many adults and youth who have completed NQF Level 1 programmes experience gaining access to FET Colleges.
124. Youth 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 (and should also connect to community needs, for instance some practical programmes directly connected to the local economic development programmes of municipalities and the Expanded Public Works Programme (EPWP) of the Department of Public Works.
125. **NGOs and CBOs** were seen as providing important contributions to community education. Their 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.

126. Many NGOs and CBOs have well-developed curricula as part of their community education work, which often 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. NGOs and CBOs also play a significant role in the provision and delivery of arts and culture programmes.
127. Many NGOs have withdrawn from communities due to a decline in donor funding and pressure to conform to accreditation requirements which have become necessary to retain their operations. Though many educational programmes provided by NGOs and CBOs are of good quality they are often not accredited. These organisations and their programmes should be valued and protected, whether they are accredited or not.
128. New CBOs are emerging in both semi-urban and rural communities as a direct result of community needs. Volunteer groups of youth play a critical role which suggests that 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.

Funding

129. While communities see government as the main funding organ, they also recognise the need for additional funding support from the National Skills Fund, SETAs, the corporate sector and donors. 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.
130. Some respondents felt that the local municipality through their Local Economic Development and Integrated Development Plans should be central to infrastructural development and programme support of CETCs.

A framework for community education

131. Community education is education within and for communities and therefore, encourages and engages people into learning based on community interests, issues, problems and priorities. A Community Education programme therefore consists of a variety of formal and non-formal citizenship, technical and career education programmes informed by a democratic learning framework.
132. Based on the research study, reports on ABET and other studies 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 single 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.

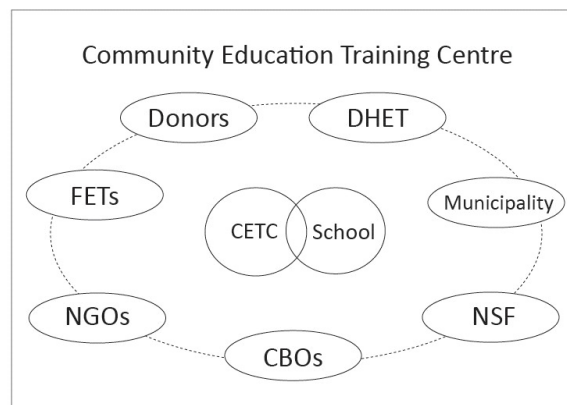
Principles and concepts

133. 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. 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. Fourthly, community mobilisation also forms an important principle in realising effective community education and training.

Network of relationships

134. 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.

Figure 1: Framework for Community Education and Training Centres



135. The CETC, for instance, 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.
136. 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, Department of Higher Education and Training and other government departments.

Governance

137. 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, therefore, 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 and programmes offered by CETCs should be determined by a CETC Governing Body that privileges the needs of its community. Mechanisms that resonate with the rhythms of communities need to be explored and used to ensure that community needs permeate community education and processes within CETCs. Therefore the establishment of a CETC Governing Body has to be conceptualised differently to the current (and largely non-existent) PALC Governing Bodies. The Governing Body of a CETC would require on-going training and capacity-building to ensure that the CETC is well run. This presents an immediate implication for current legislation and should be carefully considered as part of new legislation.

Sites of delivery

138. 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.
139. 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.
140. In some cases, new buildings may have to be erected in communities (particularly rural ones) where appropriate facilities do not exist and development projects of the municipalities, traditional rulers and government departments need to take into account community educational needs as part of infrastructural development. At present the Department of Higher Education and Training is planning the establishment of 21 new FET colleges so their use by CETCs should be carefully considered.

Mode of delivery

141. Adults and youth are not a homogeneous group. They have different needs and are motivated to attend educational and training events for different reasons. The research study suggests that adults and youth 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.

Staffing

142. 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. There should be clearly defined conditions that govern staffing arrangements and staff development.
143. Staff in NGOs and CBOs would be more appropriate than currently employed school teachers in PALCs to teach some of new courses required by the new CETCs. This would call for a change in conditions of service of adult educators as currently defined.
144. The training of staff working in CETCs requires an expansion of units within universities currently offering adult education programmes. Every HE 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 suggested in the Charter for Human and Social Sciences.

Providers, programmes and curriculum

145. Providers of community education should be expanded to include CBOs and NGOs who provide programmes relevant to the context. The establishment of CETCs should consider housing appropriate CBOs and NGOs.
146. An analysis of the programmes providers, including NGOs and CBOs should be conducted in order to conceptualise a core curriculum for Community Education. 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 the national. Community education curricula should support the 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 over-compartmentalised, subject-based provision which are currently being offered by PALCs. The curriculum should be supported by well-designed materials available in all CETCs.
147. Community-specific curricula should also be available to adults and youth. 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. 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.
148. 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 and supported by centres of adult education and universities in collaboration with CBOs and NGOs.

Research and development

149. There is at present only a weak base of knowledge to guide the development of programmes in community education. 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 Department of Higher Education and Training needs to interact with companies, government and research institutions to ensure that the specific needs for research are adequately addressed.

Monitoring and evaluation

150. To ensure that community education 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.

Funding

151. The Department of Higher Education and Training will only be able to develop comprehensive systems for the delivery of Community Education 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 Community Education 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 the programmes.
152. Funding of ABET should be sourced from government, donors, the business sector, NSF and SETAs. The Department of Higher Education and Training should facilitate funding from:
- Surplus funds available from the NSF;
 - SETAs and their discretionary funds;
 - Other government departments including local government municipalities; and
 - Donors (local business and international donors).
153. 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.

Section 4

Proposals on a 'new' Institutional model

Introduction

154. South Africa has a long history of finding innovative ways to provide adults (and youth) 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.
155. 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 institutionalization 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.
156. 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 served about 300,000 learners per year by 2011, 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 with a few having 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 standardization of assessment across provinces.
157. 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 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).
158. There are also private adult learning centres. This group falls into a range of different categories (as outlined in Section 3), with providers having a diverse range of offerings 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. However, there is currently no national register for private adult education and training centres.
159. The majority of educators in public and private adult learning centres are part-time contract workers without tenure. Furthermore, most teachers have qualification to teach children in formal schools, rather than the appropriate qualification to teach adult

learners. Some Higher Education Institutions (HEIs) and SETAs offered ABET practitioner programmes at NQF Levels 4,5 and 6, which did not articulate with others and some ABET practitioner qualifications were not recognized by the Department of Education because they did 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 the 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.

160. Most learners in the sector study part-time, a relatively slow learning process which requires long-term management and planning.
161. 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. Nor do FET colleges necessarily provide the most appropriate platform for meeting the education, training and work needs of unemployed youth and adults.
162. 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 institution - is therefore 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 livelihoods 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

163. The proposals for a new institutional model for post-school provisioning to adults and youth learners are based on the following normative and empirical assumptions:
 - Literate and better educated youth and adults can improve their life chances, health, standards of living, societal engagement and occupationally-based social status and those of their children (and improve their educational prospects).
 - Education is a key contributor to equality and social mobility, adult and youth education are therefore critical to the development of opportunities for all.
 - The real costs of illiteracy and under-education (in terms of lost productivity, skills shortages, lack of competitiveness and entrepreneurial capabilities) are staggering.
 - The community education and training paradigm internationally represents an approach to adult learning that seeks to facilitate a cycle of lifelong learning in communities and offering pathways to enable the development of skills, (including

literacy, numeracy and communication) and to enhance personal, social, family and employment experiences. It further seeks to assist community organisations, local government, industry and individuals to work together to develop and enhance their communities, by building on their existing knowledge and skills.

- Adult education provision should move away from a narrow focus on basic literacy towards continuing and lifelong learning and consequently a need for the more varied institutional forms (and governance models) associated with continuing education in a complex society.
- 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 high school education. Youth unemployment remains extremely high. There are fewer and fewer unskilled jobs available, many traditional skilled jobs have declined, 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 the young, 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 therefore contribute to social cohesion, participatory democracy and sustainable communities.

South African trends

164. 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, including:

- **Growth in secondary education:** This points to need for more post-secondary programmes. The continuation of drop-out 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 a 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:** Requires a continued focus on education for all adults – including lost generations of yesteryear: Many of the so-called lost generation of youth from the 1980s and early 1990s are now in their mid to late 30s and 40s. They are in need of second chance opportunities, having lost out due to the political situation during their school years and continued to be marginalised from the education and training system. Many workers who have decades of experience were excluded from continuing education and training because of their lack of formal education and qualifications. Many older adults have become responsible for raising AIDS orphans and grandchildren,.
- **Legacy of under-investment in colleges, youth and adult education:** This requires special attention to this sector if we are serious about expansion. It is only over the last five years that we have seen larger investment in the FET colleges system.

The target groups

165. Lifelong learning approaches to the creation of education and training opportunities generally include all citizens, but with a targeted approaches. 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 with low levels of literacy.

166. These youth and adult target groups are disaggregated as follows:

Table 5: Youth and adult target groups and learning needs

Age group	Functional level	Formal learning opportunity	Non-formal and popular education
Younger than 15 years	Dropped out before completing primary and secondary schooling	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	Literacy, ABE towards GETC Full-time NCV and NSC Vocational orientation programme Vocational and occupational courses	Life skills, democracy, self-empowerment, democracy, social and entrepreneurial education Employability skills 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, ABE 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, democracy, 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-base 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 ICT education and exposure Technology education.
Adults 25-65	Less than Grade 9 functionally illiterate < Grade 7 < Grade 9	Adult literacy ABE towards GETC Vocational, work-based, occupational and livelihood programmes	Democracy and community development, social and entrepreneurial education Employability skills and labour market preparation and information
	Grade 10 and more	NASCA and NCV flexible Vocational, work-base 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

167. 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.
168. South Africa should therefore 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 provide 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.
 - The *National Development Plan: Vision for 2030* aim to have a million learners in the community education and training centres.
169. 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.
170. The Task team is therefore in full support of the massive expansion of post-school education opportunities for adults and youth envisaged in the *Green Paper* and in the *National Development Plan: Vision for 2030*. The Task team proposals are therefore 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?

171. The needs of adults and youth 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.
172. Such a network of institutions and programmes should have a integrated core curriculum that include communications and numeracy, enabling youth 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

173. The substance of the proposed model is as follows:

- A multi-tier institutional (and qualifications) framework that provides multiple access and progression opportunities to adults and youth, including distance education and e-learning.
- Post-school sector that comprises three main institutional types:
 - Universities and other Higher Education Institutions
 - Colleges (Vocational, Single purpose, and Community)
 - 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 level	Institutions	Mission	Programme offerings (formal and non-formal)
5-10	Universities and Universities of Technology	Development of professional and high skills and research	Certificates, diplomas, degrees and post-graduate degrees
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	National Certificate (Vocational) [NCV] and National Senior Certificate for Adults [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. teacher or nursing, etc.
	South African Institute for Vocational and Continuing Education	Development of the differentiated colleges sector	

1-4 +	Community Learning Centres linked to Community colleges	Adult basic education and GETC linked to vocational skills NASCA and National Senior certificate (NSC) Institutional support to Kha Ri Gude network programmes at local levels	Literacy and ABE to NQF level 1 and GETC Kha Ri Gude learning network programmes: literacy and public education NASCA and NSC Vocational education orientation programme Vocational and occupational courses Community and non-formal education
	Adult, Youth and Community Learning Agency	Establishment and development of the Community Learning Centres institutional network Curriculum and materials development Development of literacy, community learning, popular and public education	

Community Learning Centres and Community Colleges

174. 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.]
175. The focus on 'community' in the Community Learning Centre (CLC) is as much a matter of location (easy access for youth 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.
176. 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.
177. The main target for formal programmes are adults and youth in need of literacy, ABET and a Grade 12 qualification.
178. 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

179. The following minimum criteria are proposed for a Community Learning Centre:
- Minimum suite of programme offerings (formal and non-formal, literacy, vocational and first and second chance secondary education) aimed at youth and adults.
 - Basic facilities including classroom infrastructure appropriate to adults and youth, 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

180. The Community Learning Institutions should be nationally coordinated, but with a strong local focus.
181. The institutional model should consist of the following four elements:
182. A **Kha Ri Gude learning network** that develops and implements public education programmes, focusing initially on open access literacy and 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 with 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 should be over 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.
183. 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.
184. **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.
185. Some of the CLCs, given infrastructure and local demand, should be expanded to offering hard skilled vocational training courses that require training facilities and equipment, including NATED courses, in addition to the other education programmes. These CLCs should link directly with the EPWP, the infrastructure development and Local Economic Development (LED) programmes, and relevant SETAs, especially in the manufacturing sectors.
186. 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 making

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.

187. CLCs should be linked with 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 that of the College.
188. The CLCs should link closely with vocational colleges, local communities, popular education networks, business and local government, to ensure dynamic local development and local labour market linkages.
189. 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 and to expand as capacity in the sector is developed.
190. 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 coordination of the Kha Ri Gude network programmes, including governance, curriculum and materials 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.
191. 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

192. The learning needs of adults and youth are much broader than what can be offered by the Community Learning Centre model explained above. The Task Team therefore agrees with the *Green paper* concept of a differentiated Colleges system that will cater for youth 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 link to the CLCs in their area, with funding provided for articulation between CLCs and the Colleges sector. The Task Team proposes the following differentiation:
193. 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 from the onset with Universities of Technology, 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.
194. **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 health care workers, etc.), skills training in the services sector, support programmes for SMMEs, cooperatives, citizenship education, non-

formal and popular learning programmes based on needs of 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.

195. 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.
196. From the onset, Community Colleges and Community Learning Centres should also provide Citizen and Public Education programmes, including ward committee, CDW training at NQF level 4, training for School, Governing Bodies, Community Policing Fora and other public participation forums, as well as more general public education programmes such as assisting the Independent Electoral Commission with voter education.
197. 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.
198. 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.
199. The **South African Institute for Vocational and Continuing Education and Training** envisaged in the *Green Paper* should provide coordination and support to this differentiated college system.

Open and distance learning

200. 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).
201. The Community Colleges and Community Learning Centres should also provide support for distance and e-learning, including facilities for tutorials and study centres.
202. 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

203. 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

204. **Option 1:** 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).

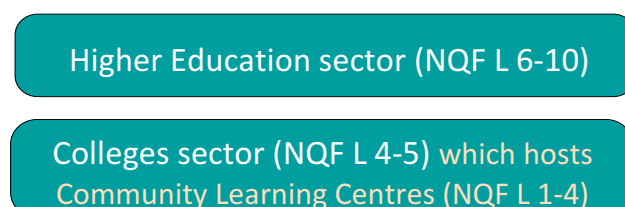
Figure 2: Option 1: Community Learning Centres as part of a three-tier post-school sector



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

205. **Option 2:** 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

206. Both of these options have advantages and disadvantages, based on the vision and current and future capacity. These are summarized 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 the Post-school 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 Colleges sector, within a 2 tier Post-school system	Likely to have some cost savings to have CLCs as sub-system of Colleges sector.	Capacity challenges in Colleges sector, struggling with current mandate, and additional CLC responsibilities could contribute to even more transformation fatigue
	Allows for early articulation between CLCs and Colleges if this is where they are located from the onset.	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.
	Colleges with CLCs as model useful for rural areas with small populations.	Community learning component may be undervalued and not grown.

Recommendation for Option 1 with CLCs as distinct institutions

207. 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 capacity, both institutional and human resources. In addition, at community level, FET colleges have been singularly lacking in recognizing 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

208. 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.
209. 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-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.
210. The White Paper should include a standard definition of adult and youth education that goes beyond literacy, but recognizes the need for targeted approaches to (a) break the back of 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).
211. 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:

Step 1: The Bill to provide a framework for colleges and adult education to become a national competency, and 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.

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

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

Institutional development and capacity building

213. 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 therefore 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.
214. Adults and youth who enter CLC 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.
215. There are currently the following broad categories of educators in the ABET sector (PALCs and Kha Ri Gude):
- Teachers who are employed in the schools, and provide services (as educators but also at coordination 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) coordinated and funded by the ETDP SETA, also without subject expertise.
216. The training of staff working in CLCs therefore 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.

Sites of delivery

217. The choice of sites of delivery must be based on community mapping exercises to determine which sites could be CLCs (whether existing or not) or a satellite of a CLC. 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 CLCs may have to be built.

218. The use of buildings requires therefore 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

219. There is need for learner support services for adults and youth, focussing on recruitment and retention, counseling and guidance, orientation, extra-curricular activities, financial aid, articulation, labour market information, community information and links to placement agencies.
220. 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

221. The CLCs from the onset must established linkages around articulation, facility and other sharing 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.
222. Similarly, the Colleges should forge close links with relevant university faculties or university of technology around articulation programmes.
223. 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.
224. The public CLCs and Colleges should provide programmes funded by the SETAs, as well as by different departments and spheres of government.
225. 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.
226. The local community and local labour market linkages will also be critical to develop, including links with the schooling sector for career guidance and promotion of this sector amongst learners.

Funding

- 227. 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 the two decades. 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 is inherently poor quality.
- 228. The public institutions should also actively compete to provide SETA and other skills programmes, so that they augment their funding.
- 229. 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.
- 230. As far as possible, Community Learning Centres should not charge fees.

Role of NGOs and CBOs

- 231. 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 materials development

- 232. 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 and NGOs. 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 in all CLCs.
- 233. 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 the 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.

Research and development

- 234. There is at present only a weak base of knowledge to guide the development of programmes in community and adult and youth education. Over the last 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 community, adult and youth education and training including the teaching of literacy;
 - (b) the relative value and appropriate uses of varying methods;
 - (c) the use of diverse resources;
 - (d) barriers to participation; and
 - (e) the impact of programmes on participating adults and youth and their communities.
235. 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

236. 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 purposes of programme development and programme accountability.

Section 5

Implementation steps: the way forward

Building the system over the next decade

237. 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 youth.
238. 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.
239. 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, with the view 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 CLCs.
 - 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

240. The submission of this report would, if its proposals gain traction, need to be followed by a 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.
241. 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).

The output of this task team would include the following:.

- 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.
 - detailed scalable budget
 - plan for the transition of the PALCs into CLCs and the arrangements for pipeline PALCs.
242. 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.
243. In addition to the above we would recommend further the publication of the Task team report so that there can be wider discussion of its recommendations.

References

Aitchison, J.J.W. (2012a). *Review of international literature on appropriate institutional forms for lifelong learning*. Pretoria: Commissioned by the Community Education and Training Task Team, Department of Higher Education

Aitchison, J.J.W. (2012b). Multi-purpose community learning spaces and centres in South Africa.

Aitchison, J.J.W. and Alidou, H. 2009. *The state and development of adult learning and education in Africa: regional synthesis report*. Hamburg: UNESCO Institute for Lifelong Learning

Baatjes, I., Aitchison, J.J.W. and John, V. (2002). *A baseline study of ABET in the Mining and Minerals Sector: Improving provision and delivery*. Mining Qualifications Authority: Johannesburg.

Baatjes, I. and Chaka, T. with Baatjes, B. and Mawela, L. (2012). *Imagining Community and Education Training Centres*. Pretoria: Commissioned by the Community Education and Training Task Team, Department of Higher Education.

Cloete, N., Bailey, T., Pillay, P., Bunting, I. and Maassen, P. (2011). *Universities and economic development in Africa*. Wynberg, Cape Town: Centre for Higher Education and Training

Department of Education. (2008a). *Report of the Ministerial Committee on Adult Education*. Pretoria: Department of Education

Department of Education. (2008b). National Plan for Further Education and Training Colleges in South Africa. *Government Gazette*, No. 31712, 12 December 2008

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

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

Kraak, A. (2001). *Policy ambiguity and slippage: higher education under the new state*. In: Kraak, A. and Young, M. (Eds). [2001]. *Education is Retrospect: policy and implementation since 1990*. Pretoria: Human Sciences Research Council Press, pp. 85-120

Kgobe, P., Baatjes, I., and Sotuku. 2012. *The CLING Report*. Johannesburg: Centre for Education Policy Development

National Planning Commission. (2012). *National Development Plan. Vision for 2030*. Pretoria: The Presidency

Raphotle, M. (2012). *South African literature review on the institutional forms in South Africa that cater for the education and training needs of out-of-school, unemployed youths and of adults*. Commissioned by the Community Education and Training Task Team, Department of Higher Education.

Rogers, A. (1992). *Adult Learning and Development*. London: Cassell.

Sheppard, C. (2009). "The education status of youth." HSRC/UNFPA Study on the Status of Youth, 2009 for the Department of Social Development.

UNESCO. 2009. *African Statement on the Power of Youth and Adult Learning and Education for Africa's Development. CONFINTEA VI Preparatory Conference in Africa. Nairobi, Kenya, 5 – 7 November 2008*. Hamburg: UNESCO

http://www.unesco.org/fileadmin/MULTIMEDIA/INSTITUTES/UII/confintea/pdf/Preparatory_Conferences/Conference_Documents/Africa/confinteavi_rpc_africa_outcome_Document_en.pdf

Wolf, A. 2011. *Review of Vocational Education – The Wolf Report*. London: Department of Education

<https://www.education.gov.uk/publications/eOrderingDownload/The%20Wolf%20Report.pdf>

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 Poee 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.
- f) 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.