

Community Education and Training College Programmes

1. Background

The Public Adult Learning Centres (PALCs) on which the Community Education and Training Colleges are going to be built, are characterised by very limited provisioning patterns. Before 1994, South Africa's 60% adult literacy rate ranked between less- developed and developing countries, despite expenditures of about 7.3% of GDP on education. In the late 1970s, the previous government had initiated an adult education system through the establishment of night schools. These night schools were initially established as means to upgrade teacher qualifications. Soon, the night school system was extended to be the 'completion' of senior secondary education for those who have dropped out or have not been successful in taking the Senior Certificate examinations. School building were used and this allowed for a large delivery system, which still persist, albeit in a reduced form, for the senior certificate students, called 'B' candidates. During the 1970s business firms and in particular the large mining companies started to provide adult education on programs registered with the Department of Education. Many of the companies which initiated such programs did so in order to comply with foreign investors' requirements. But as the disinvestment campaigns were pushed forward in the 1980s, companies down-scaled their provision as well. By the 1980s, company sponsored adult education was dwindling and large Non-government Organizations that were working in adult education began to take centre stage, like the Bureau of Literacy and Literature; the South African Institute of race relations; Operation Upgrade; Project Literacy and Learn and Teach (Stewart, 2001).

When the new government took over, there was much anticipation that adult education needs were finally going to be addressed. Stewart notes that "the terms of the debate were understandably shaped by the apartheid experience". The Congress of South African Trade Unions (COSATU) dominated the debate, especially the mining sector. Adult basic Education (ABE), with an expanded component of training to form ABET became the dominating concept in talking about adult education and just about anything else disappeared from policy and intellectual discussions. In the meantime, the European Union had sponsored a very extensive and expensive project of establishing an Alternative Secondary Education for Adults (ASECA) through the auspices of the South African Council of Higher Education (SACHED). It soon became clear that the perceived needs

by the NGOs like SACHED who have been working in the field and had a history of helping students who aspired to get into higher education, was different from the perceived needs of organized labour movement who recognized adult education as being basic literacy. Because of the power and influence of COSATU within the current government, ABET occupied a higher place than any other concept of adult education. The former regime delivered its adult education through a programmatic system operating in night schools. The new government side lined the night school system and in fact discredited it with everything else that was wrong in adult education. The thriving 'matric upgrade' programmes shrunk considerably henceforth.

COSATU continued to play an important political role and mounted aggressive campaigns targeted at its members' needs, including workers' education; political consciousness; etc. the labour movement was also instrumental in pushing for a National Qualifications Framework (NQF), which would link all qualifications in a national system irrespective of the route through which they have been achieved. The National Qualifications Framework was the first education Act to be promulgated by the new government in 1995 and it had and still has a tremendous impact on how the education system was to be transformed. In the NQF, the notion of a nebulous continuing system, not progressing in lock-step, is not accommodated. Institutions have come to be allocated their types and level of provisions and again it is hard to imagine institutions that cross boundaries. Provision has been exclusively conceptualized for credit, and credits take the form of either minute unit standards which do not mean much or very huge combinations of areas of learning to make up a qualification. The NQF system, though centralized and streamlined on paper, promotes a highly decentralized model of provision. This has resulted in extreme cases of mistrust of programs outside the formal system and this is in exact opposite of what the system was set to achieve. Also, demand is mainly dictated by the providers not communities or industry.

The government took a decisive position that both the schools and higher education sectors were not going to subscribe wholesale to the National Qualifications Framework (NQF) model, but will relate to it. This left adult education and training programs in the new system. Later on, government again pulled the formal technical and vocational college system out of the NQF and designed the National Curriculum Vocational (NC(v) programs for them but related these to the NQF. What is essentially left in the NQF as it was originally conceived is the 'theory' of adult education and some training programs. In fact, what is actually there as adult education are primarily Department of Education driven courses, which are also copy-cats of school basic education subjects.

In the meantime, the Department of Education has driven a campaign of ‘breaking the back of literacy’ in South Africa through *Khari Gude*. When Kha Ri Gude started, it was always going to be difficult to know precisely how many adults were going to be the target of this programme. Aitchson (2012) explains the complexities of getting to the guestimate numbers of illiterate people in South Africa. This involved numerous caveats and quibbles about the data from proxy and self-reported measures. Whilst the national statistics collection department, Statistics South Africa, seemingly has accepted the literacy indicator established by Harley et al (1996) which is pegged at the equivalent of Grade 7, the Kha Ri Gude worked on a Grade 3 equivalent as a literacy indicator. In various papers, South African scholars have contested the information reported by the Statistics South Africa department as being flawed (Aitchson, 2014, 2015; Aitchson, & McKay, 2013; Gustafsson, et.al, 2010; Posel, 2011). The Ministerial Committee on Literacy report of 2006 argued for a target of 3.8 million, developed a plan to enrol 4.7 illiterate adults by the end of 2012 (ministerial Committee on Literacy, 2006, pp.17-18. Kha Ri Gude has been the mainstay of adult education in South Africa, with the sole aim of getting adults who never went to school, literate and numerate. Other non-formal programmes carried out by Non-Governmental Organisations are too small to enumerate here. Also, there is no study known which has attempted to quantify adult education that falls outside governmental programmes.

By 2014 the Campaign had reached **3 854 563 of the 4.7 million targeted** learners. In 2014, **421 440 learners** were registered in the campaign, this included **3 046** disabled learners. The rates of learners completing the programme and submitted their assessment portfolios have been consistently high. In the second year of the programme in 2009, 79% or 497 830 learners completed the programme.

- 80% or 491 280 learners completed in 2010.
- 81% or 520 252 learners completed in 2011.
- 85% or 508 663 learners completed in 2012.
- 88% or 496 898 learners completed in 2013

Of these completers approximately 95% of the learners demonstrated competence. Looking at the starting target of 4.7 million, the Department of Basic Education estimates that it will reach its target in 2016 by enrolling ± 500 000 learners in this year, and Kha Ri Gude will then be wrapped. In other words, the Literacy and Numeracy programme will come to an end in 2016 as a national campaign (Department of Basic Education, 2015).

Pre-1994, adults were also offered a certificated programme, which was the equivalent of Std. 5 (Grade 7). In the new dispensation this was widely regarded as unacceptable. Apart from it

reflecting apartheid education, it emphasised authoritarian trivial and rote learning and was based on a schooling curriculum. With the introduction of Curriculum 2005, the old Standard 5 official examinations for adults fell away. What ABET certification there was, was then based on unguided assessments by the public adult learning centres (PALCs). The introduction of Curriculum 2005 for school-going learners and the growing status of the National Qualifications Framework (NQF) also led to a period of confusion, uncertainties, lack of direction, low motivation and poor quality in many PALCs. It became clear that adults were increasingly losing ground in having access to an important currency – the certificates for their qualifications. Since then, various efforts to provide certificated programmes for adults have not borne spectacular results. Nowadays, Adult Education provisioning is dominated by the General Education and Training Certificate for Adults (GETCA) programme, which is the equivalent of a school Grade 9.

In the meantime, the population of potential Community Education and Training College system is very diverse and large. This population would require many things from this institution, as it caters for those who left the school before reaching Grade 9; those who did not pass Grade 12; those who have a weak Grade 12 pass; those who would like to develop a skill so as to earn a livelihood; those who would like a cheaper option in pursuing a higher education programme; and specific community needs. It is in this light then that the programmes in the CET college must be considered as there is no other institution that will be able to cater for these many and diverse needs.

2. Community Education and Training Programmes

Community Education and Training College will offer a diverse range of programmes which will fall into the following broad streams:

- a. General or Academic programmes
- b. Technical, Vocational Education and Training and Entrepreneurship Programmes
- c. Associate Professions
- d. Community Education Programmes.

It is not expected that all CET colleges will offer the full menu, but will pick and choose according to the community needs and capacity of each institution. However, General and Academic programmes must be seen to be forming the core of CET college provision and must be provided in all Colleges as well as Learning centres.

There are two other caveats that must be discussed before the programmes are described in more details below. First, the CET college must not be established as the inferior institution in the Post-School Education and Training system. It is a different institution that serves a different purpose from that of Universities and TVET colleges. CET college students must be deliberate about their choice. In other words, they must choose it because of what the institution offers, not because they cannot get anywhere else. Secondly, we have learned a lot over the last twenty odd years about the usefulness and non-usefulness of the NQF is useful and when it is not. The establishment of this institution has to be informed by this hindsight knowledge and be liberated where appropriate from the clutches of the NQF in everything they do.

2.1.General or Academic Stream

General education serves as a link between schooling and work, work-preparedness and higher education. Given that labour markets, both in South Africa and the rest of the world, have become more predisposed towards skilled workers in recent decades, there has been a corresponding requirement regarding the capacity of education systems to produce larger numbers of skilled labour market entrants. In a context where post-secondary qualifications are increasingly in demand, a secondary education has become the absolute minimum requirement for those who want improve their livelihoods through employment (Levy & Murnane, 2003).

General education is not only important as a necessary acquisition for trainability, but it is at this level that individuals consolidate their acquisition of disciplinary knowledge that guides them through their professional lives. Young (2007) regards the imparting of such disciplinary knowledge as one of the main functions of schools, and argues that it is this element of education, more than attendance, that has the capacity to equalise unequal societies through schooling. He is convinced that the acquisition of this 'powerful knowledge' enables children from disadvantaged backgrounds to move, intellectually at least, beyond their local and particular circumstances. Townsend and Dougherty (2006) also advances this argument and regards general education as a critical requirement for adapting to an increasingly knowledge-based global economy.

In South Arica we are still confronted with the challenge of many individuals who drop out of school even before they enter senior secondary schooling. Umalusi (2015) reports that the highest group who registered for the GETC (Grade 9) examinations in 2011 was the cohort in the age group: 18-29 years (44 000), followed by the age group: 30-39 (15 000). Beyond this, numbers decrease drastically. Individuals in the age group 18-39 still have a lifetime ahead of them and will benefit tremendously from a compensatory general education programme.

The next group of individuals who need general education are those who have not managed to obtain the senior secondary certificate. When they are outside of the schooling system, it really does not matter whether they dropped out prematurely or failed as the National Senior Certificate is such a crucial qualification which serves as a gateway to higher education, skills development and the labour market. This group is represented by many, many young people who come in particular from poorer neighbourhoods and low quintile schools. Many of the problems relating to non-completion of senior secondary education are rooted in an education policy shift of 1995, which was aimed at reducing the number of over-age learners in the schooling system. Its consequence was that large groups of young people who previously would have remained in the schooling system were pushed prematurely into the labour market with little education and few skills that matched the needs of the economy. Black schools, which had a history of higher rates of grade repetition, were disproportionately affected by this policy (Burger & von Fintel, 2010). The fact that the state does not provide many opportunities for young people to re-enter the education system, therefore exacerbates the travesty that is faced by many young people as they languish at the margins of society because they have missed their first opportunity to obtain a senior certificate qualification.

Lastly, because of the growing matric candidates, in actual numbers, this has resulted in growing numbers of those who obtain this qualification on one hand. On the other hand, there is a constant small number of those who obtain a certificate that qualifies them for university admission, leaving out a growing number of certificated individuals who have very few options to access work or further learning as they pass with a Higher Certificate entrance which has limited provision. This group of young people accounts for the majority of the NSC passes and adds to the equally large group of students who fail matric annually.

2.1.1. Academic Qualifications in the General Education Stream

Three qualifications are proposed in this stream:

a. General Education Certificate for Adults (GECA¹)

The aim of this qualification will be to form the basis for the adult pathway in the General and Further Education and Training Qualifications Sub-framework. It aims, through the introduction of subject/content-based curriculum documents, to build a reliable general education underpinned by the necessary cognitive, affective and psychomotor proficiencies

¹ It is proposed that occupational or vocational subjects must be removed from this qualification. Instead, individuals who wish to pursue this route can register for any of the skills packages after this qualification

to enhance meaningful learning as expected of a NQF Level 1 qualification, and to support further study. According to Umalusi(2015) the GETCA will have the following characteristics:

- Adult education is an intrinsic part of the constitutional obligation by the state – from Basic education progressively to include FET.
- Original GETC written i.t.o the precepts of the SAQA Act – that is, it was unit standards based.
- New GETCA is curriculum-based in accordance in the requirements of GFETQSF. The development of the curricula is an opportunity to bring the standard of the qualification to where it really ought to be – NQF level 1, that is, equivalent of 9 years of good schooling.
- The curriculum must help to correct the standard of **general educational development** because somebody completing 4 GETCA subjects must be well-enough prepared to work forward towards the NASCA.
 - a. Compulsory – 2 subjects
 - i. English /Afrikaans /LOLT
 - ii. Mathematics or Mathematical Literacy
 - b. Options – 2 subjects
 - i. General education subjects - official languages, natural sciences, general and social sciences; economic and management sciences, life and learning skill
- The number of subjects has been reduced to four, in keeping with the idea that the qualification is for adults – the design allows for few subjects but with generous time given to go more deeply into each.
- As with the NASCA, the purpose of the GETCA is multiple - it is first of all an opportunity for adults who had little or no opportunity to engage in learning at school, to try again. The experience of learning for the GETCA must open up people's capacities to be numerate and literate, and so, able to function in contemporary society with a degree of confidence.
- Apart from the foundational skills, which have been mentioned, the GETCA should provide 2 additional areas for growth – these could be more like traditional content areas – natural sciences, social sciences, or could begin to open up vocational learning. Both these routes must be equally valuable, equally well conceptualised and exceptionally well taught.
- Every subject must embody a complex internal agenda, given that this is adult education.

Therefore, each subject must be:

- be liberatory – in the sense that Freire espoused for adult education
- be framed in such a way to require agency from the learners/ adults
- embody opportunities to develop all the CCFOs
- be rich in irresistible content that feeds the hunger to know and increases it too
- build on and enhance existing life skills
- use, where possible, the technologies that people have in hand already – e.g. cell phones
- create confidence in the learners' own activities.

But a qualification and its curriculum, may be the best in the world and still be a dismal failure, unless –

- a) It is taught by teachers who are properly trained in their subjects, and in appropriate teaching and assessment methodologies
- b) Those teachers themselves are enabled by being treated as professionals and expected to deliver accordingly
- c) It is offered in environments that are conducive to the requirements of the qualification and the context of the adult learners.
- d) It is resourced well enough to provide the books and equipment needed to make the most of the learning experience for all
- e) Assessment forums part on an ongoing dialogue that helps the learners to become their own best judges of their performance, and that final assessment takes into account ***all*** the positive ideals outlined earlier. GETCA is not the ABET business as usual, and thus must be clear in every aspect of the preparation for implementation.

Admission to the programme will be basic literacy and numeracy – which can be a Khari Gude certificate or a minimum of Grade 5 school results.

b. National Senior Certificate for Adults (NASCA)

Adults cannot return to school for years to acquire the same number and set of subjects as a school-going child whose primary focus is learning for seven hours a day.

NASCA is designed first and foremost to draw on the capacities that adults will have acquired and to hone those abilities to manage learning in more formalised contexts.

It is for:

- People over the age of 18 who left school without attempting the final year(s)/exams ('out-of-school' youth/NEET group) -10.5 million (2011 census)
- School-leavers who wish to improve their chances for *entry into higher education*
- Adults who have completed a GETC(A) and ECE and who wish to *continue learning*
- *Working adults* who wish to get a matric

The NASCA therefore allows the many people who do not finish school a fresh start towards achieving a school-leaving certificate that says to the world:

This adult has the kind of knowledge and types of skills one could reasonably expect from a person leaving school after 12 years of solid education (Burroughs, 2014, p36).

NASCA students do 4 subjects instead of 7, but the NASCA subjects are substantial, being 30 credits each instead of 20 credits of the NCS. Individuals can do more than 4 subjects if they so wish. The 4 minimum subjects on offer are: Language; Mathematics or Mathematical Literacy; General education subjects - official languages, natural sciences, general and social sciences; economic and management sciences, life and learning skills (120 credits). In addition, these are the other features of the NASCA:

- Pass all 4 subjects
- Pass at 50%
- No programme/ internal assessment requirements
- All subjects recognised
- No attendance prerequisite.
- Various HE admissions intended

Because of the popularity of the NSC, it is important that active and wide advocacy of the NASCA be undertaken in order to popularize it and make it known to key stakeholders.

c. Higher Certificate -Access

The bulk of Grade 12 learners pass the National Senior Certificate examinations with a higher certificate pass, which does not allow them to be admitted to the sought- after university institution. The aim of the Higher Certificate (Access) in CET colleges is to promote access to higher education and other post-school studies for students who do not meet the requirements for mainstream studies. Students who complete a good access programme become stronger mainstream students who are more likely to succeed in their studies. This HC is a qualification that should be developed between CET Colleges and universities, with the support of DHET. Initially, it is envisaged that a CET college will develop this HC with a university in its region, with the intentions to enforce access in neighbourhood HE institutions.

- i. The Higher Certificate – Access will offer those students who do not meet the mainstream admission requirements to diplomas and degree studies. Access to diploma/degree studies at institutions for those students who do not meet mainstream admission requirements.
- ii. Strong foundational or core development that lays the groundwork for a better chance of success in diploma/degree studies.

It is a certificate that is mapped to the requirements of a particular field of study. For example, taking the example of the proposed University of Free State Higher Certificate in Foundation studies and Access, the following are examples of how the structure of such a certificate can be mapped out:

CURRENT PLANNING for TVETC-based Higher Certificate in Economic and Management Sciences: BCom Study Option									
SEMESTER 1			SEMESTER 2						
		CREDITS			CREDITS				
Skills and Competencies for Lifelong Learning (New module: SCLL1414)	NQF Level 4	16	Skills and Competencies for Lifelong Learning (New module: SCLL1524)	NQF Level 5	16	Foundational Modules	CREDIT LOAD		
General Language Course	NQF Level 4	16	General Language Course	NQF Level 5	16		Credits at NQF L4	32	
							Credits at NQF L5	128	
Introduction to Human Resource Management (New module: EHHR1514)	NQF Level 5	16	Introduction to Individual Differences (New module: EHIO1524)	NQF Level 5	16	SUGGESTED Faculty Mainstream Modules	Total	160	
Business Functions (New module: EHB1514)	NQF Level 5	16	General Management Skills (New module: EHB1524)	NQF Level 5	16				
Mathematics (MATD1554)	NQF Level 5	16	Mathematics (MATD1584)	NQF Level 5	16				

Figure 1.1. Concept curriculum for a HCert in *Economic and Management Sciences: BCom Study Option*

CURRENT PLANNING for TVETC-based Higher Certificate in Economic and Management Sciences: BAdmin Study Option									
SEMESTER 1			SEMESTER 2						
		CREDITS			CREDITS				
Skills and Competencies for Lifelong Learning (New module: SCLL1414)	NQF Level 4	16	Skills and Competencies for Lifelong Learning (New module: SCLL1524)	NQF Level 5	16	Foundational Modules	CREDIT LOAD		
General Language Course	NQF Level 4	16	General Language Course	NQF Level 5	16		Credits at NQF L4	32	
Mathematical Literacy (MTDE1508)				NQF Level 5	32		Credits at NQF L5	128	
							Total	160	
Introduction to Human Resource Management (New module: EHHR1514)	NQF Level 5	16	Introduction to Individual Differences (New module: EHIO1524)	NQF Level 5	16	SUGGESTED Faculty Mainstream Modules			
Public Administration and Management Theories (New module: EHPA1515)	NQF Level 5	16	General Management Skills (New module: EHB1524)	NQF Level 5	16				

Figure 1.2: Concept curriculum for a HCert in *Economic and Management Sciences: BAdmin Study Option*

2.1.2. The Technical, Vocational Education and Training and Entrepreneurship Stream

There is evidence that individuals with low levels of qualifications are particularly at high risk of exclusion from the labour market. Also, people without proper training also tend to experience persistent long-term scar effects of early phases of unemployment and more vulnerable labour market positions (Biavaschi, et. al., 2012). Furthermore, we know that academic education alone does not impart practical skills that facilitate integration into the labour market and technical and vocational education seems to facilitate the initial integration better. It is in this light therefore that a TVET stream must be part of the CET college system. However, there must be a sound rationale for the kind of TVET that will be found in CET colleges as we already have a TVET institution. The following are some of the principles that will inform the framework for TVET in CET colleges:

- The CET college is not an inferior institution
- CET college students are likely to be less academically inclined
- Occupational programmes that are not available in TVET colleges

a. Employable Skills Packages

TVET peculiar to CET colleges only will be known as *Employable Skills Packages* (ESPs) and will be a component of occupational qualifications. By regulation, the QCTO occupational qualifications are made up of three parts, namely **theory, practical and work experience**. Each part is developed and established with its separate modules that come together to form a full qualification. It is therefore recommended that:

- The practical component will form 80% of each ESP in the chosen occupation. It is important that the programme concentrates largely on teaching the practical aspect of the skills.
- The remaining 20% must be made of theory that is essential in that occupation, e.g. Safety and Health Education, in the first place. The remaining part of the 20% will be made up of theory that is embedded in the practical modules, like measurements, weights, engineering logic, etc.

The **quality assurance** of these qualifications will be managed by the QCTO, who will stipulate the **assessment and certification** regime that will ensure that graduates are not disenfranchised in the labour market and that the skills learned are of real value even to the non-formal labour market. Furthermore, certification of occupation-specific skills makes them to be transferrable, between employers, and non-formal and formal labour markets.

Progression should be possible as learners who desire to acquire the full qualification should be able to acquire the required theory from a TVET college and work-place learning from Industry later on.

b. Occupational programmes not available in TVET colleges

Whereas, there are a number of vocational programmes that are not currently available in TVET colleges, these programmes have a great potential in increasing access to the labour market, especially for young people. Examples are:

- Arts programmes (performance and visual)
- Dressmaking and design
- Chef, culinary and bakery
- Landscaping and Gardening
- Agriculture,
- Beauty and cosmetology, etc.

The list is long, but what characterise these programmes is that they may not need a lot of infrastructure to establish them; they speak directly to the needs of communities and are likely to lead to self-employment in a direct way.

The quality assurance of such programmes should also be managed in the same way as the Employable Skills Programmes.

c. Entrepreneurship

It is widely accepted that many of the CET college graduates are not going to be able to find employment in the formal market, even after they have acquired general education and technical and vocational skills. Means to livelihood for this population will be greatly enhanced when students are supported to establish their own income generation activities, using the skills they have acquired. In particular, it is also important that even when individuals are working in the non-formal sector of the economy, their ability to improve their business skills will be enriched by a 'know-how' of building effective businesses. Therefore, entrepreneurship is a critical component that makes ESPs and other vocational Education programmes meaningful. This is not a full qualification but is made up of carefully packaged modules to form a short course in entrepreneurship.

This programme will be best **assessed** through actual projects / business the students are engaged in and certificated by the College rather than a paper and pencil exercise.

2.1.3. Associate Professions

According to the OECD (2014) report, most individuals in the labour markets of high income countries have a post-secondary qualification of one or two years. This means therefore that the bulk of skills in high income countries are concentrated in the intermediate level as opposed to the low or high levels. Further, we know that those with lower levels of qualifications are more vulnerable and face high risks of exclusion in the labour market. Keeping this in mind therefore, we have to locate a number of post-secondary qualifications in the CET college in order to increase the number of people who qualify to occupy the mid-level occupations in the labour market. These qualifications are important for both the institution also as it is important that this institution is not established as a lower level institution as compared to other post-school education institutions.

South Africa is faced with an interesting dilemma of young people who have strived against all odds to complete their secondary schooling and now are stuck with no avenues to progress. They cannot afford to relocate to where post-school opportunities are. They cannot find work where they are. They are confined to the margins of society. Meantime, public service delivery around them is hampered by a lack of qualified personnel in both technical and social development areas. The majority of South Africans have been conditioned to wait in very long queues for government services whilst a large number of young people with basic education remain unemployed. Our post-school education and training has not been able to respond to this quagmire. This has aggravated the lack of diversity and the weaknesses of our post-school institutions, probably the single biggest problem currently. Inadequate quality, quantity, and diversity of provision characterize the post-school education sector as a whole.

Associate profession qualifications will be established to cater for the middle professions in public service. These can be found in many areas of public service, for example:

- Health: auxiliary nursing; dental assistant; Assistant audio therapist; healthcare administrators; Assistant occupational therapists, etc.
- Social Services: para-professional social worker; child and youth aid workers; senior citizen aides; etc.
- Law: paralegal; court clerks
- Agriculture: extension workers
- Education: Classroom aides; ECD teachers
- Police services: Administration officers

The bulk of the Associate profession qualifications will be pegged at the Higher Certificate level, with a justified few going up to a diploma level. As new qualifications in the SA public service, these qualifications are meant to be game changers for employment and service delivery. It is important that thorough discussions be held with the government departments which are serviced and their cooperation and support is elicited. Also, as they link directly with professions trained in a university, it is also important that they be developed in collaboration with universities as well as the professional organisations where they exist in order to open further pathways for progression. Lastly, other Higher Certificates, beyond the Public Service higher certificates can be also be offered in CET colleges when they are justified and approved by the relevant authorities.

2.1.4. Community Education

Community Education is gaining increasing attention in a number of countries, especially as a tool to address demands for social and economic reforms. South Arica is a country with a long history of social mobilisation and therefore it will be easy to locate community education in the Community Education and Training College. The Report of the Task Team on Community Education and Training Centres (2012) lists a number of programmes that can be considered as Community Education:

- **Community organisation:** concentrating on the effective co-ordination and delivery of a wide variety of educational resources available to meet community needs and interests.
- **Community development:** concentrates in a mixture of community work and community development in a variety of community projects, providing information, resources, advice and on occasion specific skills for projects (e.g. Public Works projects).
- **Community action:** Stressing community education and community action on the role of conflict in communities and solving community problems.
- **Social action:** a model that distinguishes itself apart from community action as it is geared towards producing social change.

- **Community mobilization:** bringing together a group of people in order to facilitate a participatory decision-making process.
- **Democracy and citizenship:** deliberate and purposeful learning about democracy and rights and responsibilities of citizenship.

This is not an exhaustive list of what community education can be, but an illustrative list.

3. Curriculum development and approval, Assessments and Certification:

The CET college sector starts at a very low capacity base in the curriculum development space. But we need to think ahead and avoid the unnecessary bureaucracies that have existed in the past that saw some of the post-school institutions not able to move because there is no curriculum in place to help institutions to continue to offer the programmes needed in their communities. Each programme stream must be seen as separate and to be located within a relevant structure for development, approval, assessment and certification.

3.1.General or Academic Education:

The curriculum for the GECA and NASCA must be developed by the Department of Higher Education. So should assessment exemplars and external assessments. It is also important that learning materials must be developed and supplied to all CET colleges according to the text book policy of the department. It must be noted that not having learning resources for these programmes have been a significant contributor to the low success rate in these programmes. Umalusi must continue issuing the certificates within its quality assurance regime.

The Assessment of GECA and NASCA will be managed by the DHET, but quality assured by UMalusi like all general education qualifications. However, a new assessment regime that reflects the needs of adults is proposed for adults:

- **External Assessments** available a number of times during the year by DHET and **certificated** by Umalusi.
- No time bound constraints affect access to assessment
- **Short-term:** paper-based examinations offered once or twice a year; conventional quality-assurance measures
- **Medium- term:** Assessment on demand
- Candidates write diagnostic test, and book assessment based on their results
- Pre-standardised items as QA –IRT link between NSC & NASCA

The Higher certificate -foundation must be a programme approved by the Universities South Arica structure in the first place. USA must also make a determination on how assessments and

certification are to be managed in order not to disadvantaged students from the different CET colleges in the whole country.

3.2. Employable Skills Packages, Occupational programmes and Entrepreneurship

Employable Skills Packages and Occupational programmes fall under the jurisdiction of the QCTO. Already, QCTO develops curriculum for its qualifications. What is necessary is to ascertain whether the level of development is sufficient for instructors in these programmes. Because these programmes will be practical in nature, there should be no need for learning materials that will be developed for students. QCTO must manage both the assessments and certification of these programmes.

Entrepreneurship development must also come from DHET as this programme cuts across CET and TVET colleges. However, in the CET colleges, its delivery and assessment must be managed by the college through the projects the students are practically involved in.

3.3. Associate Profession Higher Certificates

In the first place, each qualification must be vetted by the department which will use the skills for public service delivery, e.g. Department of Health for health professions. Secondly, both professional Bodies and Universities must come together in the development of these qualifications. Thirdly, it must be decided whether or not these qualifications are under the authority of the QCTO or CHE, who will drive the process of managing them from curriculum development to assessments and certification. It does look like the QCTO is better suited to manage these qualifications as the CHE does not do the programme management to the level envisaged in these programmes.

4. Articulation and the Recognition of Prior Learning

The CET college is an intermediate college in the education and training system of the country. To this end then it is important for students and stakeholders to understand how it relates with all the other institutions and the programmes they offer. This will help students to map out their progression paths in their life-long learning journeys.

- a. **Admission:** Although the CET college has an open admission policy, it is expected that most students will come to the college with some level of basic education. However, both the GETCA and NASCA are meant to assist students with compensatory general education on which to build their skills going forward.
- b. The **National Senior Certificate for Adults** should be regulated to give access to both TVET colleges, universities as well as CET college programmes of a Higher Certificate nature.

- c. The **Employable Skills Packages** constitute modules of the full Occupational Certificates and therefore the acquisition of such credits must be protected with certification and regulations so that the students can carry them over to a full qualification.
- d. There are three kinds of Higher Certificates which will be offered in CET colleges: (i) the **Higher Certificate**:
- A **Higher Certificate** -Access which should be developed with the University sector with a view of providing access to Diplomas and University degrees.
 - A **Higher Certificate** – occupational – which ordinarily would carry some credits to diplomas and degrees where appropriate.
 - A **Higher Certificate** – Associate Professions – this qualification must be developed in conjunction with the Professional Organisations and Universities – credits and articulation to university professional degrees must be stipulated upfront.

With respect to the **Recognition of Prior Learning**, no student in the CET college should be made to repeat courses they have already done somewhere else.

5. Conclusion

It is envisaged that the CET college will provide a wide range of programmes because of the diverse range of students who will participate in this institution. The programmes described above are comprehensive and diverse. Not all colleges will start at the same point, but this document describes the possible, so that the colleges can determine what is possible and their immediate needs as they grow and develop. Further, it is expected that colleges will be encouraged to collaborate and be provided opportunities to learn from each other as they develop.

6. References

- Aitchison, J. & MacKay, V. 2013: Greening the data desert – a case study of the first three years of South Africa’s Kha Ri Gude mass literacy campaign. Unpublished paper.
- Aitchison, J., 2014: Reducing illiteracy – have the plans to halve illiteracy by 2015 worked? Unpublished paper.
- Aitchison, J. 2015: Proxies and perplexities. What is the current state of adult (il)literacy in South Africa? Unpublished paper
- Burger, R., von Fintel, D. 2010. Rising unemployment amongst South Africa’s new generation: the role of overage learner policies and other demographic shifts. University of Stellenbosch: Department of Economics. Policy brief
- Burroughs, E. (2014). Adults to get a crack at a new matric equivalent. Mail & Guardian. 20/06/2014, page 36.
- Department of Basic Education, 2015: Report to the Council of Education Ministers on Kha Ri Gude Mass Literacy Campaign. Unpublished report.
- Gustafsson, M., van der Berg, S., Shepherd, D., and Burger, C. 2010: the cost of illiteracy in South Africa. Stellenbosch: University of Stellenbosch.
- Levy, F. & Murnane: 2004. The new division of Labour: How computers are creating the next job market. Princeton University Press: New Jersey.
- Posel, D., 2011: adult literacy rates in South Africa: A comparison of different measures. Language Matters, Vol 42 (1), pp.39-49.
- Stewart, J.B. 2001: A delicate Balancing Act: Adult Education in South Africa. In Ntiri, D. (ed.) Models for Adult and Lifelong Learning: Politicization and Democratization of Adult Education (Volume 3). Office of Adult and Lifelong Learning Research: Wayne State University, Detroit, Michigan
- University of Free State (2016). Higher Education access for the deserving and those in need: The UFS-TVET College Higher Certificate (HCert) in Foundation Studies and Access.
- Umalusi (2015). The Adult Stream in the GFETQSF. Presentation to REAL, Wits, 9 October 2015, by Liz Burroughs,
- Young. M. 2007: What are schools for? To be published in Daniels Lauder, H. and Porter, J. The Routledge Companion to Education: Routledge.