THE ESTABLISHMENT AND DEVELOPMENT OF A FURTHER EDUCATION SECTOR IN SOUTH AFRICA WITH SPECIFIC REFERENCE TO THE COMMUNITY COLLEGES CONCEPT IN THE GAUTENG PROVINCE

Thesis

by

LEKHOTLA JAMES MAFISA

(M.A., B. Ed., B.A.,S.S.T.C.)

In fulfilment of the requirements for the degree

Philosophiae Doctor

in the

DEPARTMENT OF DIDACTICS
FACULTY OF THE HUMANITIES

at the

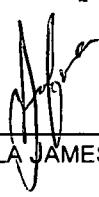**UNIVERSITY OF THE ORANGE FREE STATE**
BLOEMFONTEIN

Promoter: **Dr H R Hay** (Ph.D)

Co-promoter: **Prof A H Strydom** (D.Ed)

November 1999

Declaration

I, Lekhotla James Mafisa, declare that the doctoral thesis, "The establishment and development of community colleges as part of further education" is my own work and that all the sources used or quoted have been acknowledged by means of complete references and that this thesis was not previously submitted by me for any other degree at any other university.

_____
LEKHOTLA JAMES MAFISA

Dedication

This dissertation is dedicated to the learners I taught over the years.
It is these learners who made it possible for me to rise against all odds,
and spurred me to reach greater heights. To them I remained a 'professor' -
the title to which I would like to remain true
to its demands.

Acknowledgements

My humble tribute is directed to the Sustainer of Life,

the Almighty God, who gave me the strength and

courage to undertake this study.

★★★

Table of Contents

Chapter 3:
PROGRAMMATIC ISSUES IN COMMUNITY COLLEGES

Chapter 4:
ORGANISATIONAL DEVELOPMENT IN COMMUNITY COLLEGES

Chapter 5:
FINANCING AND GOVERNANCE OF COMMUNITY COLLEGES

Chapter 6:
HISTORICAL DEVELOPMENT OF COMMUNITY COLLEGES IN SOUTH AFRICA

Chapter 7:
CRITICISM AGAINST COMMUNITY COLLEGES

Chapter 8:
AN INVESTIGATION INTO THE DEVELOPMENT OF A FRAMEWORK FOR THE INTEGRATION OF COMMUNITY COLLEGES INTO THE FURTHER EDUCATION AND TRAINING SECTOR IN SOUTH AFRICA

Chapter 9:
A FRAMEWORK FOR ESTABLISHING AND DEVELOPING COMMUNITY COLLEGES AS PART OF FURTHER EDUCATION AND TRAINING SECTOR IN GAUTENG

Chapter 10:
SUMMARY OF THE CONTENT OF THE RESEARCH

List of figures

List of tables

Page

Appendices

Appendix A: Letter of permission

Appendix B: Questionnaire A: (Quantitative)

Appendix C: Questionnaire B: (Qualitative)

Appendix D: A sketch of major regions in Gauteng

List of acronyms and abbreviations

FET: Further Education and Training

GET: General Education and Training

RDP: Reconstruction and Development Programme

COTEP: The Committee for Teacher Education Policy

OBE: Outcomes Based Education

SAQA: South African Qualifications' Framework

NQF: National Qualifications' Framework

NSB: National Standard Body

ABET: Adult Basic Education and Training

NSA: National Skills Authority

SETA: Sector for Education and Training Authority

ETQA: Education and Training Quality Assurers

HE: Higher Education

HRD: Human Resource Development

TQM: Total Quality Management

Abstract

Key words: community colleges, further education, student access, equity, redress, curricula, organisational and human resources development, funding and governance.

This research focuses on the establishment and development of South African community colleges. Gauteng is chosen as the focal area of the study, as it is in many instances, a leading province in South Africa in terms of the economic, social, educational and political arena.

International perspectives of community colleges regarding policy issues relating to curricula, organisational and human resource development, funding and governance in the United States of America, Canada and United Kingdom are provided. Lessons from these countries are contextualised in the South African situation. In addition, attention is given to policy initiatives promoting the development of a South African community college concept.

Questionnaires and interviews are conducted with the aim of developing an implementation framework for community colleges. Triangulation is seen as adding strength to the methodology adopted in this study. The study is focused on thirty-three technical colleges of the Gauteng Department of Education.

Findings of the study are in line with the literature review that funding, governance, human resource development and curricula are critical in the development of community colleges. Findings also indicate strong support for partnership and advocacy campaigns for FET, student financing schemes, statutory and non-statutory governance structures, science and entrepreneurship training.

This study is not just an academic exercise but an attempt to contribute to the betterment of the education system. It will serve as a guideline to policy makers, students, and educators who are tasked with the responsibility of making headway for further education and training in general and for community colleges in particular. Although this study was confined to Gauteng province, the issues raised are by no means irrelevant to other provinces.

Part of the recommendations indicates that careful planning with the aim of enhancing efficiency and effectiveness should be the hallmark of community college development. There is also an urgent need for the establishment of a directorate for further education and training by the Gauteng Department of Education.

Opsomming

Sleutelwoorde: gemeenskapskolleges, verdere onderwys, toegang vir studente, billike gelykheid, regstelling, kurrikulums, befondsing en beheer van organisatoriese en menslike hulpbronontwikkeling.

Die navorsing sentreer rondom die vestiging en ontwikkeling van Suid-Afrikaanse gemeenskapskolleges. Gauteng word gekies as die kerngebied waarop die studie fokus, en word beskou as die leidende provinsie in Suid-Afrika met betrekking tot die ekonomiese, sosiale, opvoedkundige en politieke arena.

Internasionale perspektiewe op gemeenskapskolleges met betrekking tot beleidsaangeleenthede ten opsigte van organisatoriese en menslike hulpbronontwikkeling, befondsing en beheer in die Verenigde State van Amerika, Kanada en die Verenigde Koninkryk word verskaf. Lesse wat in hierdie lande geleer is, word in die Suid-Afrikaanse situasie gekontekstualiseer. Voorts word aandag geskenk aan beleidsinisiatiewe wat die ontwikkeling van 'n Suid-Afrikaanse gemeenskapskollegekonsep bevorder.

Vraelyste en onderhoude is gebruik met die doel om 'n implementeringsraamwerk vir gemeenskapskolleges te ontwikkel. Die bevindings van die studie strook met die literatuuroorsig dat befondsing, beheer, menslike hulpbronontwikkeling en kurrikula van deurslaggewende belang is in die ontwikkeling van gemeenskapskolleges. Die bevindings dui ook sterk steun aan vir vennootskappe en veldtogte waartydens daar voorspraak gemaak word vir Verdere Onderwys en Opleiding, studentefinansieringskemas, statutêre en nie-statutêre beheerstrukture, wetenskaps- en entrepreneursopleiding.

'n Gedeelte van die aanbevelings dui aan dat noukeurige beplanning, met die doel om doeltreffendheid te bevorder, die waarmerk vir die ontwikkeling van gemeenskapskolleges behoort te wees. Daar bestaan ook 'n dringende behoefte vir die daarstelling van 'n direktoraat vir verdere onderwys en opleiding in die Gautengse Departement van Onderwys.

Chapter 1

ORIENTATION AND RESEARCH PROBLEM

1.1   INTRODUCTION

Due to South Africa's political history, the majority of learners in South Africa have been systematically denied opportunities for learning. This lack of educational opportunities excluded millions of South Africans from the social and economic mainstream. As a consequence, the education system failed to satisfy the aspirations of many learners. It is, therefore, essential to make deliberate and concerted efforts to provide all people in South Africa with the opportunities for obtaining quality education and training. It thus becomes extremely important to create an ideal learning environment in which all South Africans will have the opportunity to maximise their potential.

The type of learning programmes that are offered to learners should be responsive to the needs of the learners and of South African society. Key elements of learning programmes, according to the Education White Paper 4 on Further Education and Training (1998), should be based on the principles of equity, redress, open access, capacity building, co-operative governance and effective funding systems. Any curricular and training programme, as well as any policy framework in education, must, however, put learners first (The Learning Age, 1998:17).

South Africa is also faced with the daunting task of addressing problems such as the high level of unemployment and the concomitant high crime rate. These problems make the development of a restructured, meaningful education and

training system for out-of-school youth and unemployed adults more urgent than ever before. The National Youth Policy (1997) alludes to the seriousness of the situation by stating that young people are faced with difficult and debilitating socio-economic problems. These men and women remain increasingly marginalised since they lack the essential skills which would enable them to fend for themselves. In an attempt to address these problems, a multi-faceted strategy needs to be devised, in which all relevant stakeholders will participate, with the state playing the leading role. The state should play a leading role to ensure the success of this undertaking.

The new government, in emphasising human rights, carries the responsibility of providing all its citizens with basic necessities, which include educational, social, economic, cultural and political opportunities. One of the daunting tasks of the new government is to level the playing fields by addressing the difficulties created by an unproductive labour force which has arisen from a serious lack of entrepreneurial skills. Hlangani (1998:8) correctly explains the South African situation by stating that *"apartheid's discriminatory laws forced people with potential and capability to the lower end of the system when they could have been more productive in the upper echelons"*. In the same vein, Blade Nzimande (1999:8) aptly articulates that the South Africa's situation is aggravated by the unacceptable low levels of education, skills and investment.

There is consequently a need to review the current education system. While it is true that reforms are envisaged in education, one should note that the older order has not simply disappeared. There is stark evidence of this educational situation throughout the education system. Fragmentation, distortions, abnormalities still exist as well as ill-conceived and misdirected educational policies (Scott, 1994: 4).

There is a need for decisive measures in order to make a complete break with the past (Samuels, 1992: 2). Furthermore, there is a need to provide basic requirements such as employment, health care, housing, food, transport and welfare. For educational reforms to have lasting effects, there must be the will

and commitment on the side of the state for meeting these basic needs. The challenges for reconstruction and development which are outlined in the Reconstruction and Development Programme (RDP) conceived in 1994, focus on improving the lives of the disadvantaged. Education must, therefore, equip learners to help their communities to be able to meet peoples' basic needs. To deal with these challenges, the education system must lay the foundation for skilled personnel to undertake this mammoth task in order to steer the country along the path of social, economic and educational development.

State initiatives have already made a hopeful beginning in attempting to address the problems of the past. Without a vibrant Further Education and Training (FET) sector to equip learners with entrepreneurial skills, well intentioned schemes such as those highlighted in the recent Job Summit at which the government and the private sector announced a collaborative venture by setting aside R100 billion to tackle South Africa's unemployment scourge, will achieve very little (Hlangani, 1998). Equally important is the huge step made by the state through the promulgation of the Skills Development Act (1998), which outlines policy for national skills development. Through this Act, the government has tabled the National Skills Fund to provide for and regulate employment services.

1.2   STATEMENT OF THE PROBLEM

The current problems in the arena of further education and training are articulated in terms of the present standard of educational provision. There is little synergy between theory and practice. Career choices are limited and there is inadequate focused on vocational education. In many instances learning is inflexible with provision for credit accumulation, transferability on the articulation of qualifications through education and training (Centre for Education Policy Development, 1994).

In South Africa, further education and training is at the crossroads between General education and training on the one hand, and higher education on the

other. Its thrust is to incorporate practical components into a largely theoretical education system.

Formal education, to a great extent, makes provision only for students who are most likely to succeed, or pass a grade. Little attention is paid to those who have fallen by the wayside or who wish to improve their skills without necessarily learning for a specific qualification. Scant recognition is given for prior learning or acquired experience (Centre for Policy Development, 1994). While provision is made for the following particular courses of study, little is made for the progression of learning from acquired experience.

Furthermore, there is mounting discontent with the structure and nature of post-compulsory education. In the past too much stress was placed on the attainment of a degree or a diploma rather than on mastery of knowledge and skills. As a result of this emphasis, many students viewed university education as a respected form of knowledge. Experience, which is an important part of knowledge, is not seen as a worthwhile condition to the measuring of ability. Parnell (1985:54) accurately maintains that many people still think that 'academic' means advanced and is for the 'smart' student, while career education is for the 'dumb' student. In contrast with this view, South African students are currently increasingly rejecting university education, which is viewed as academic, for more practical, job-oriented technical education (Naidu, 1999:7).

The fact that curriculum is based on tight pigeonholes in further and higher education sectors, reflect lack of flexibility in programme development as well as limited articulation possibilities of courses/programmes between various institutions. Most of the programmes are developed with the assumption that all students have the same abilities and are able to learn the same content at the same rate. This approach, however, attaches priority to the institution and not to the learner.

Attempts should be made to institute educational reforms and approaches that

benefit learners. In order to translate these into practice, learning should be adjusted to the individual needs, abilities and interests of all learners. Until recently, students were subjected to the expediency of psychometric tests as entrance qualifications in many educational institutions. Such tests served as a means of restricting access to institutions of learning. In addition, emphasis has often been on passing rather than on learning, on remembering rather than on doing, on the how much of the content rather than on the mastery of learning (cf. Mwavenda, 1995:10-11).

Khambule (1999:3) warns against an education system that is largely foreign and takes little account of the indigenous context from which education should evolve. He calls for Africanisation of the education system in order to make education relevant to the African learner. Endeavours should be made to establish institutions in which African philosophy will serve as the cornerstone of the learning content. Community colleges are favourably placed to infuse such philosophy and some good African practices into the curriculum. The African philosophy manifests itself in an African way of life wherein 'ubuntu' (Humanness) and a 'mafisa' system are cherished. It is a system in which there is caring for the poor by way of providing for their material needs.

According to policy documents (Report of the National Committee on Further Education, 1997; Green Paper on FET, 1998; and Education White Paper 4 on FET, 1998) the mission of Further Education and training is to:
☐ foster immediate to high-level skills;
☐ lay the foundation for higher education;
☐ facilitate the transition from school to work;
☐ develop well-educated autonomous citizens; and
☐ provide opportunities for life-long learning through the articulation of learning programmes.

Transforming Further Education and training (1998:10) views FET as the largest phase of learning after general Education and training, costing the country over R10 billion annually and encompassing approximately more than

three million providers, excluding private companies.   This band is also described as the most complex and diversified phase of education and training, comprising 13 types of providers categorised into four main sectors, namely:

❑   secondary schools;

❑   publicly funded colleges;

❑   private off-the job providers; and

❑   work-based education and training.

Other deficiencies of Further Education and Training (FET) in South Africa may be described as follows:

❑   **Lack of coherence and co-ordination**

There is little co-ordination in the implementation strategy guiding FET. There is large scale fragmentation and duplication with regard to the provision of education on national and provincial levels.

❑   **Lack of funding**

Funding of institutions at this level is uneven, and no clear-cut directive on programme funding has yet been promulgated.

❑   **Weak linkages with industry**

There are few linkages between the FET sector and industry, training and the world of work.

❑   **A distorted labour market**

There is evidently poor articulation between education, training and work. This has resulted in low economic growth with resultant high unemployment as well as an acute collapse of youth labour markets.

❑   **Organisational ethos and culture of teaching and learning**

Systematic curricula which are supposed to serve as framework for this sector have not yet been formalised, and different institutions offer different curricular options and credits for the same courses. The level of teaching

and learning is generally poor, which is partly due to the lack of suitable training for educators. This is underlined by the Minister of Education, Kader Asmal (1999), who has said that the state of education is in crisis. He has consequently put in place an action plan, *Tirisano*, with the intention of addressing this complex situation.

❑ **Undemocratic governance models**

Governance models are chiefly those imposed on institutions without due consideration to the involvement of communities in governing structures. As a result, decisions are largely autocratic and there are few channels available to the public for questioning, in example, exclusion clauses which bar many disadvantaged learners from enrolling (cf. Green Paper on Further Education and Training, 1998). The education which is provided at community colleges should not merely be education for the sake of education but must be goal-directed and aimed at empowering people socially, culturally and economically.

The Education White Paper 4 on FET (1998) describes ways of addressing the problems mentioned above. In addressing the economical, societal and educational needs of the South African society, a future FET system should involve a wide spectrum of learners and stakeholders, including pre-employed, unemployed and employed youth and adults. Policy documents, such as the Green Paper on Further Education and Training, state that the envisaged FET band shall consist of all learning and training programmes from National Qualifications Framework (NQF) levels two to four, or the equivalent of grades ten to twelve in the school system. This band forms that part of the NQF which follows directly on General Education and Training (GET) and precedes Higher Education (HE). Learners enter the FET sector after completion of the compulsory phase of education at grade nine or after the achievement of level one of the NQF through Adult Basic Education and Training.

One way of addressing the demand for redress, lifelong learning, nation-building and the creation of new relationships between the state and its citizens

could be the implementation of community colleges. Community colleges could to a large extent close the gap between school and university for unprepared students. Unprepared students are those who enter the university without being adequately prepared for its tough academic programmes. Community colleges could become places to which school-leavers could return at a later date to proceed with courses of study on higher levels than those currently available through vocational training. They could also provide school-leavers with the opportunity to prepare for and complete university degrees. The importance of community colleges has been accentuated by Metcalfe (1995:15) who stated that the community college concept is enhanced by its democratic nature and that it serves as a "lynchpin of the community decision-making process and the people driven approaches of the RDP".

The transformed FET sector will therefore be vitally important in the future in meeting the country's needs. The emphasis on learnerships in A Framework for Learnerships (1999), implies learning programmes that bind learners and employers into contractual obligations for learners to acquire work based skills in specified job categories as outlined by the Skills Development Act (1998), and the acquisition of entrepreneurial and life skills, as espoused by the Education White Paper 4 on FET (1998), serve as examples for transforming the education system. The transformed education system with its new FET sector cannot be a success unless strategies are put in place in order to bring it to fruition. The devising of an implementation framework for community colleges could consequently be part of the solution to the problems currently experienced in community colleges.

Community colleges in South Africa could, furthermore, become part of an expanded, flexible, high quality, intermediate education sector providing the much-needed bridges to the workplace and to community development. They could serve as channels for university admission for those who cannot enter higher education directly (Fisher, 1994:16).

The necessary groundwork for the establishment of the FET sector through the

promulgation of the FET Act (1998) has fortunately been done. What now needs to be accomplished is to move away from mere advocacy for community colleges as outlined in policy framework (White Paper 4 on Further Education and Training, 1998), and to ensure the implementation of these policies by means of appointing working committees, such as those for curriculum, governance, financing and human resources development. Research could also play a pivotal role in ensuring that policy frameworks are based on sound data. Examples of good community colleges as outlined by their ethos, mission statements, and institutional development could serve as ideal models for institutions which are going to form part of the further education and training band. The integration of the previously fragmented further education sector will, however, not be an easy task to accomplish.

The description of the current problems and needs besieging South Africa's FET sector leads to the aims of the present study as given below.

1.3   AIMS OF THE STUDY

The **primary aim** of this study is to develop a framework for establishing an implementation plan for community colleges in the Gauteng province. The **secondary aims** of the research are:

□ to critically evaluate the contribution that community education could make towards developing a better education system;

□ to analyse models of community colleges in other countries and extract lessons which could form the basis for the establishment of the further education and training sector;

□ to present international perspectives on curricula offerings at community colleges;

□ to view trends on organisational development of community colleges;

□ To provide global viewpoints on funding and governance models;

□ to propose a framework for integrating community colleges into the FET sector in the Gauteng Province; and

□ to make a contribution towards the educational reconstruction and

development of the many South Africans who in the past did not have access to quality opportunities and relevant qualifications.

1. 4   SIGNIFICANCE OF THE STUDY

The study intends to provide perspectives on the importance of community colleges as part of a future further education sector in South Africa. It also reviews existing educational programmes in terms of their appropriateness to the country's socio-economic demands, and investigates possible ways of enrolling and educating the increasing number of 'non-traditional' students.

1.5   SCOPE OF THE STUDY

The study concentrates on the establishment and development of community colleges as part of further education and training and investigates an implementation plan for these colleges. It does not include other forms of provision within the FET sector. It provides international perspectives on the development of community colleges in United States of America, Canada and United Kingdom. The researcher has the advantage of having been at these countries and this accounts why restricted review of the development of community colleges is confined only to these countries. On the other hand, the community college sector in developing countries is still in a developmental stage which makes it difficult to draw on them as examples.

The study was conducted within the Gauteng Province. This province, as the economic hub of South Africa, is the most densely populated province, and in many instances is regarded as the leading province of the country (Living in Gauteng, 1997:1). It has one fifth of the nation's population; contributes about 38% of the Gross Domestic Product, but occupies only 2% of the country's land area (Knowledge and Skills for the Smart Province: An agenda for the Millennium, 1998). The people of this province have high expectations of the FET sector as it is assumed that the latter sector will contribute to the social and economic development of this region.

10

1.6   METHOD OF INVESTIGATION

Both qualitative and quantitative research methodologies were used in order to achieve the research aims. **Qualitative research** is characterised as a methodology that enables in-depth and detail analyses within the context of a limited number of persons, but reduces the generalisability of findings. In qualitative research, the researcher serves as the primary research instrument, the factor which has led to criticisms of subjectivity in this type of research (cf. Gay, 1992:240-241).

Qualitative research makes, amongst others, use of participant observation and interviews as a means of interacting with the research problem and with the research subjects. The **quantitative method** makes use of measures (statistics) and analysis as the bases for data interpretation. These measures make it possible for one to make informed conclusions and predictions or generalisations. On the other hand, the qualitative method avoids mechanistic generation of statistics, but probes into underlying circumstances which explain the functions of certain processes, their effectiveness and ineffectiveness. Qualitative methodology attaches significance to both the process and context which have led to the conclusions, rather than providing a figure as a measure of the strength of the research. Its major advantage is that the study is conducted in a natural rather than controlled setting (cf. Sarantakos, 1998: 53-54).

The researcher's knowledge and experience or involvement with the area of investigation is critical in giving meaning and also in enhancing the quality of the research. Van Manen (1990:36) explains lived experience as *"the starting point and the end point of phenomenological research"*. The aim of this research methodology is to *"transform lived experiences into textual expression of its essence in such a way that the effect of the text is at once a reflexive-reliving and appropriation of something meaningful: a notion by which a reader is powerfully animated in his or her own lived experience"*.

11

The study consists of a feed-in process in which insiders, that is those who personally are involved in particular aspects of the research focus have provided their own experiences and suggestions for the investigation. Key persons (stakeholders) were targeted for the purpose of providing useful and reliable research data. They also played a pivotal role in influencing the process and the product of the research (cf. Collins, 1999:22).

This study can also be viewed as having employed techniques of action research. Action research engages the researcher and participants in a process where they collectively and consciously embark on an investigation into a process which links up theory and practice into a single, continuous, developing sequence. The researcher does not merely play an additional role, but is entirely involved in the process. His or her understanding of the research phenomenon is, furthermore, continuously influenced by both contextual factors and the participants in the study (Winter, 1996:14).

This research can also be seen as emancipatory action research in that both the researcher and the community involved in the research process are engaged in improving or transforming their situation for the better (Weiskopf & Laske, 1996:127). Technical colleges form part of the Further Education and training sector and the participation of direct stakeholders in these colleges, namely, learners, instructors, heads of departments and principals, expose them to critical issues affecting their institutions. This study thus empowers them to be part of the solution since their views regarding the desired changes will be taken into consideration in the formulation of recommendations of this study and will be communicated to them.

In this research project questionnaires are used to gather both qualitative and quantitative data for this study. Properly constructed questionnaires are less expensive and less time-consuming than interviews and can be used for collection of data from a larger sample (Gay, 1992:231-233). On the other hand, interviews are used to provide in-depth understanding of the research problem by means of probing more deeply into the underlying factors which

have a bearing on the area of study. Well-constructed interviews, although time-consuming, can therefore be used to obtain more balanced information than questionnaires.

1.7   DEFINITION OF TERMS

Blacks:

It is a term which describes the disadvantaged racial groups in South Africa, the Africans, Indians and the Coloreds.

Apartheid Education:

It refers to the previous education system in South Africa which was divided according to racial groups. Whites in particular, enjoyed more privileges and resources while the Africans were afforded the least in the provision of education.

Community College:

In the South African context the term community college is understood to refer to public institutions offering a comprehensive mix of courses ranging in focus from early childhood development, adult basic education, secondary education, technical and vocational education to community education offered to learners beyond the age of compulsory schooling.

Further Education and Training Band:

Further Education and Training Band is the education sector which is juxtaposed between higher and general or basic education. It comprises institutions offering a mix of courses or learner programmes between Levels 2 and 4, especially from school Grades 10 to 12 of the National Qualifications Framework. The mix of courses within the Further Education and Training band

may include certain courses in the area of higher education, but the band as a whole falls below the territory of higher education.

National Qualifications Framework:

The body which makes provision for the registration of national standards and qualifications.

South African Qualifications Authority:

The body which registers standards of the Qualifications Framework accredits qualifications across all learning fields, and conducts quality audits of the entire education system and is registered by the South African Qualifications Authority

Outcomes Based Education (OBE):

OBE is an approach that represents a paradigm shift away from the present input-based model, which revolves around learning content at the expense of the learners. It's emphasis lies in the attainment of learning outcomes in a didactic situation. Since outcomes based education is learner-centred, lecturers/instructors do not occupy central roles, and moreover, the use of formative evaluation outweighs that of summative evaluation. Instructors are not considered as sole custodians of knowledge in the learning situation, but as facilitators to promote meaningful learning. Outcomes based education does not rely on examination as the major criterion for determining learner success, but also takes practice and experience into consideration.

Organisational Development:

The concept refers to development which takes place within an institution in order to shape its future, and it focuses on long-term changes that impact on the organisation's culture.

1.8   LAYOUT OF THE STUDY

Chapter 1 explains the rationale for this study and describes its significance and aims, its scope and research methodology, as well as its content of chapters.

Although many countries can provide examples of the intermediate sector of education, the examples are drawn from the community college system of the United States of America (USA), Canada and the United Kingdom. **Chapter 2** surveys the historical development of community colleges in these countries. Programmes offered at community colleges have their own identity, distinguishing them from both General Education and training (GET) and Higher Education and Training (HET) programmes. It is therefore important to discuss curriculum issues in **Chapter 3**.

Chapter 4, based on literature review, provides perspectives on organisational development of community colleges in the USA, Canada and the United Kingdom. As the governance and financing of community colleges are critical for their development, these aspects of community colleges of the afore-mentioned countries are discussed in **Chapter 5**. **Chapter 6** examines the development of community college system in South Africa.

To establish an efficient community college sector for South Africa, creative and thorough research is necessary. As participatory decision making is part of the new democracy in South Africa, the input from all relevant stakeholders will need to be integrated into the implementation framework. **Chapter 7** reviews criticism against community colleges. **Chapter 8** discusses the research design, data collection as well as presentation of research findings. **Chapter 9** designs an implementation plan for the integrating of community colleges into the further education and training sector it incorporates recommendations for the study. **Chapter 10** presents a summary of the study, covering main findings of each chapter, limitations of the study, as well as areas for further exploration.

INTERNATIONAL PERSPECTIVES ON THE HISTORY AND DEVELOPMENT OF COMMUNITY COLLEGES

2.1   INTRODUCTION

In this chapter the origin and development of community colleges in the United States of America (USA), Canada and the United Kingdom are explored. As the concept of community college originated in the USA, information on USA community colleges will provide the foundation for the literature study which follows. Canada on the other hand, after borrowing concepts from the United States, developed its own kind of community colleges. The study of Canada will thus provide a different viewpoint on community colleges. The United Kingdom has also been taken with the community college concept and has consequently been engaged in development of community colleges which reflect its own European perspective.

Although the meaning of the term community college may be interpreted differently by different communities, there is nevertheless a shared vision of what community colleges should accomplish.

2.2   DEFINING THE COMMUNITY COLLEGE CONCEPT

Cantor (1989:310-312) indicates that the term 'junior college' was initially used

to refer to the lower division of universities as well as to two-year colleges which were administered by churches or otherwise independently organised. The term community college on the other hand, was used for publicly supported institutions which offered comprehensive formal and non-formal education. During the 1970s the concept community college applied to both types of institutions in the USA. The public, two-year comprehensive community college, junior college or technical college, regardless of term employed, became the predominant model of the United State's post-secondary education sector (Diener, 1994:7). Brint and Karabel (1989:72) point out that there are two main institutional programmes provided in community colleges: Vocational education, offered in technical institutes and an academic preparatory programme, offered in the comprehensive colleges.

The term community college is used freely in Canada to refer to varied institutions which are different from one another in that they operate at different educational levels and perform a variety of tasks. The terminology for these post-secondary institutions differs from one Canadian province to the other. For example, Colleges d'Enseignement General or Profesionnel (CEGEP) is used in the province of Quebec; Colleges of Applied Art and Technology in Ontario; and Institutes of Technology and Vocational Centres in Alberta (Cantor, 1992:169).

2.3   NEEDS FOR THE ESTABLISHMENT OF COMMUNITY COLLEGES IN THE UNITED STATES OF AMERICA

The establishment of community colleges in all three countries was the result of various political, social and economical influences. However, there exist some unique factors which contributed to the development of the various countries' community college sector.

The *socio-economic factors* which prevailed immediately after the Second World War prompted the need for a 'hands on' type of education, aimed at rectifying the high rate of unemployment among the returning soldiers. The

17

surfacing of technological change and the consequent need for a varied labour supply also called for a new approach to education. Attention was paid to utilitarian values in education as opposed to the previous emphasis on the academic content (Diener, 1994:6).

The growing need for a *diversity of programmes* enhanced the development of community colleges. There was intense advocacy for vocational types of programmes. It became more prestigious for institutions to be differentiated by more diversified goals. Accordingly, emphasis was laid on programmes which could attract and accommodate a variety of people. Thus the community college was placed at the centre to solve societal problems such as unemployment, laziness, drug abuse, juvenile delinquency, racial discrimination and social inequality (Gleazer, 1994:34-35).

The plea for a more vocational type of education and training system should also be viewed as a reaction to American education which was thought to be too bookish and restrictive in outlook. Therefore, the establishment of community colleges was an attempt to restructure the education system.

Coupled with the above, is the need to establish social institutions which can be of practical value to the society. Moreover, it is believed that curriculum which emphasises vocational education could drastically reduce high drop-out rates, while occupational training can increase chances of employment. The question is "what knowledge yields the greatest benefit to individuals or to the society"?

Debilitating social factors create a *concern for social equality* since there is a feeling of empathy for the poor and consequent desire to improve their lot. There is a relatively large number of poor adults who live in poverty, and it is seen as a viable social upliftment strategy to create opportunities for such people to gain access to further education through the community colleges. There is also the threat of an ever-increasing socially at-risk population that consists predominantly of unemployed adults and out-of-school youth. As a result of social disorientation, this population group is prone to violence and

18

drug abuse (Roueche & Roueche, 1994:2).

Egalitarian considerations weigh heavily against a failing education system which calls upon individuals to prove their own worth. As such, community colleges are intended to break the boundaries which exist between social groups and to emphasise the notion of 'classlessness'. This approach to education helps to blur the distinction between higher and further education and thus increase the permeability of class boundaries (Brint & Karabel, 1994:82).

Another factor enhancing the establishment of community colleges in the USA relates to the fact that the majority of out-of-school youth and unemployed adults view enrolling at community colleges as **a bridge to more demanding university courses**, to which they had no initial opportunity of admission. The more pronounced social character of community colleges, as opposed to the more academic climate of the universities, also attract disillusioned youth who see community colleges as a means of moving away from the depressing social malaise which give rise to social disorientation (Diener, 1994:9).

Business considerations have been instrumental in influencing the establishment of community colleges. Individual business practitioners have become strong advocates of community colleges, seeing the growth of these institutions as a means of strengthening business through the supply of skilled labour and improved performance (Diener, 1994:6). Nwagwu (1993:168) stresses the preparation of students through vocational training programmes as a means to afford disadvantaged students the opportunities to hone their job skills and hence increase their employment opportunities.

Community colleges thrive on forging links with the business sector. One such institution is the North Carolina Community College, which has successfully embarked on providing specialised training to certain business organisations. In this initiative such a business may contract the North Carolina Community College to train its employees in specific skills, and also to assist in developing

technology enabling the organisation to be competitive in the marketplace (Schmidt, 1997:29-30). This type of partnership between community colleges and the business community is beneficial to improving relationships with potential employers by increasing employer involvement and hence satisfaction with output of community colleges. Collaboration and co-operation with business offers the further advantage of links with training and job matching, personal management skills, workshops on designing orientation programmes, supervision, preparation for job interviews and interviewing skills (Nwagwu, 1993:168). Extension of the range of programmes as a means of widening choices has become the norm. It is viewed as critically important that education should be amenable to the changing needs of society.

It could furthermore be argued that the emerging community colleges in the USA abandoned the traditional thinking in higher education that quality is defined either by the large numbers of applicants who have been refused admission or by the high rate of academic failure. On the contrary high failure rate is attributed to the failure of academic institutions to help students achieve scholastic success. The dominant features which characterise the mission of the community college, are instead the philosophies of adding value, of providing opportunities to the individual to prove himself/herself and of bringing about equity in education (Diener, 1994:7).

A network of community colleges was to be established throughout the country as a means of placing higher education within reach of the majority of citizens. There would be no tuition fees, and entrance requirements into community colleges would be flexible enough in order to allow a higher number of students who could not qualify for university entrance (cf. Vaughan, 1989:17-18). Furthermore, community colleges were intended to provide access for those students whose qualifications did not meet entry requirements at universities. Thus, community colleges offered a second chance to those students whose dreams of further learning were shattered.

While it had its roots in the USA, the community college ideal also arose in other countries. Canada and the United Kingdom provide not so much a contrasting view of community colleges as such, but a development of community colleges complementary to that which took place in USA. What well differs is the pace of development as well as causal factors.

2.4   POLICY INITIATIVES INFLUENCING THE DEVELOPMENT OF COMMUNITY COLLEGES IN THE USA

The development of the community college sector in the USA can be divided into the following stages:

- □ The period 1910 and 1930, during which community colleges first appeared as extensions of secondary schools in certain local districts.

- □ The period between 1950 and 1970, during which community colleges were formed in various local districts, culminating in state-level co-ordination, and consolidated with increased state control and funding (Cohen & Brawer, 1989:18-26). The latter part of this period also featured issues which related to the responsiveness of community colleges to the needs of all students and equal access.

- □ The 1990s have been characterised by interest in review of community colleges programmes, their nature and ideals as reflected, for example, in the number of journals such as Community and Junior College Quarterly of Research and Practice and The Community College Review (Dougherty, 1994:465-466).

The 'Open-Door Colleges Policy' announced by the Carnegie Commission in 1932, emphasised the roles of community colleges and the expansion of occupational education as the key factor for growth of community colleges. Although the Commission conducted its study in California, its report had national implications for these colleges. It also noted that junior colleges were in effect not junior as the education they provided was also not inferior in terms of the quality of their programmes and services, to that provided at universities. Junior colleges were, therefore, not to be viewed as preparatory programmes

21

for entry into universities, but as institutions which provided an alternative type of education with their own discrete courses (Brint & Karabel, 1989:47 - 48). The programmes offered by selected junior colleges were upgraded from two-year to four-year courses.

The President's Commission (Truman Commission) of 1947 on Higher Education for American Democracy tabled far-reaching recommendations, which were to drastically transform the American education. Democracy and empowerment would be expressed through the education system. Education would no longer be the monopoly of a few but a right for all. Barriers to education, especially at post-high-school level, were to be done away with.

There was a need for universities to expand their feeder institutions. For an example, the first two-year colleges in Pennsylvania were established to serve as branches of the Pennsylvania State Colleges. It also became common for the public universities to form two-year colleges on their campuses. In some instances, community colleges catered for the need of students for higher education because universities were situated far away from communities. As a result of these developments, the establishment of community colleges throughout the United States of America grew rapidly (Cohen & Brawer, 1989:13-15).

It is important to point out that community colleges were not established merely as bridging mechanisms into the universities, but they were also independent institutions of learning; offering their own programmes, which were to a large extent final courses. The priority of the college was thus to improve the quality of life in the communities in which they were situated (Brint & Karabel, 1989:48-49).

In contrast to the research functions at universities, community colleges are student centred with emphasis on teaching and not on research. They furthermore focus on student advisory services which include counselling and guidance (Marshall & Tucker, 1993:13-14).

The introduction of community colleges in the USA has provided further spin-offs in vocational education. Working adults are also able to enter community colleges in order to complete their formal schooling by learning a suitable trade. Career education had previously been viewed as terminal and misguided in cases where students had completed courses and failed to obtain employment in their learned trade, but could also not proceed to university education. In contrast, the emphasis in community colleges is to provide further education and training in order to increase chances of employment (Diener, 1994:6).

2.5 CANADIAN SYSTEM OF COMMUNITY COLLEGES

The formation of community colleges in Canada is more recent than in the United States of America, taking place in the 1960s and early 1970s. Canada too, was poised at developing intermediate education that could act as a bridge to university education. Attention was paid to developing bridging courses in order to enable students to gain access to university education. In addition, academic programmes were made available for developing individuals who would serve the immediate needs of the community. It is estimated that approximately one in four of Canada's young adults aged between 18 and 24 are engaged in post-secondary education of one form or another, a number which is substantially higher than that in the United Kingdom but probably fewer than in the United States (Cantor, 1992:170-171).

There are ten provinces in Canada, each having independently developed its own type of community college. The factors that influenced the establishment of community colleges differ substantially from one province to the other. In Alberta, for example, the formation of community colleges was influenced by economic factors arising from the industrial growth of 1947, while in Saskatchewan community colleges developed as a result of the provincial inclination to self-help activities and community problem-solving schemes (Gallagher & Dennison, 1986:2-52).

23

2.5.1   Workplace demands enhancing the development of community colleges

There has been an increasing demand for skilled labour in Canada, which calls for the continuous retraining and upgrading of the labour force, a need to engage in expanding global competition, as well as the need to respond to an increasing rate of unemployment. This has led the federal government to devise the Canadian Jobs' Strategy in an attempt to obtain skilled labour and secure employment. In order to meet national demands, community colleges have been expected to develop a diversity of programmes concerned with retraining and job creation (Cantor, 1992:174-175).

2. 5.2   Characteristics of Canadian Community Colleges

Cantor (1992:172- 173) states that what characterises Canadian community colleges are the following:

❑ Canada does not have a centralised education system, and as such does not have a direct federal government monopoly over education;

❑ In recent years, as a result of changing socio-economic factors, the federal government has played an increasing role in shaping the education system;

❑ The majority of community colleges are public institutions, and thus they reflect the needs of the regions and the communities in which they are located;

❑ Community colleges receive major funding from the federal government, and have to adhere to the policy guidelines provided as a condition for funding;

❑ They offer a number of courses culminating in diplomas and certificates but do not offer degrees; and

❑ They are increasingly involved in retraining and upgrading unemployed workers by offering courses either on the college campuses or at the workplaces.

There are two major types of community colleges within the Canadian college system which show marked variations from each other. One type consists of colleges which perform a number of functions and offer a variety of

24

programmes within their clearly delineated areas of activities. The other is composed of colleges which are often termed 'institutes', and which provide more specialised programmes, largely at advanced levels and serving up to an entire province (Cantor, 1992:170-171).

One of the prominent features of Canadian community colleges is their heterogeneous character. They enroll students from different backgrounds of varying abilities, which is in line with the democratic system of government which Canada espouses (Gallagher & Dennison, 1986:147).

2.6   THE UNITED KINGDOM SYSTEM OF COMMUNITY COLLEGES

The economic decline in Great Britain which caused the closure of factories and consequent unemployment, called for schemes to embark on economic regeneration. Community colleges were thus established to provide skills which were intended to make more people employable. Attention was also devoted to applied research, venturing into industrial production, job creation, quality enhancement and new marketing strategies. Community colleges soon became fashionable and used as vehicles for achieving these ideals. In the UK system community colleges are largely referred to as further education (FE) institutions. These institutions are differentiated by the terms such as colleges of further education, colleges of technology, technical colleges, colleges of art and colleges of agriculture (Linden, 1998:18).

A critique against the British education system was that it had for too long an elitist outlook and was based on the concept of meritocracy and regulated the expansion of student numbers. The achievement of qualifications was emphasised, and what counted most was a mark symbolising either a pass or a failure, with scant attention paid to reflection on the shortcomings of the education system. Examinations' success was to a large extent still based on attaining A levels, which involved a highly centralised, regulated and

standardised examination. The education system also reflected differentiation with regard to categorisation or classification of the type of education provided (Wymer, 1996:38-39).

2.6.1 Policy initiatives during the 1990s for the restructuring of FE institutions in the UK

The British government has committed itself to the establishment of a learning society in which all people have opportunities for learning. In order to realise this principle, the government has undertaken the following:

□ To provide leadership for the creation of a learning society which is self-perpetuating;

□ To create a national strategy for post-16 (provision of learning for learners beyond the age of 16) by means of widening as opposed to merely increasing participation in learning; and

□ To set up a comprehensive National Learning Target (Learning Age, 1998:7).

In the 1990s it was argued that the education system failed to bring about the desired amelioration in the socio-economic arena. The training schemes of 1970s and 1980s were not in line with major changes in the economy. The priority given to employer-based training disregarded the needs of the unemployed and said nothing about the retraining of workers. From 1992 onwards, there was a general consensus to move away from vocationalism and to develop community curricula as an alternative education model. This model is aimed at reinvigorating the economy and improving the standard of living (Wymer, 1996:40-41).

As an indication of its commitment to the establishment of quality learning and teaching programmes in further education, the British government set up the National Training Task Force in 1992. The primary task of this task force is to enhance the competitiveness of economy and to secure a higher standard of living for the British population. Furthermore, the legislation which covers community colleges, allows for the development of a framework for vocational

qualifications in line with the needs of the economy. Accordingly, steps have been taken for offering broader curricular choices; promoting closer relationship between academic and practical (vocational) subjects; fostering the partnership between colleges and industries, and enabling employers to have more say in college affairs (Reeves, 1995:24-25).

The White Paper on education in Britain, namely the Further and Higher Education Act (1992) removed the control of colleges from local authorities and placed the funding of further education solely under the Funding Councils for England and Wales. This Act also stipulates the conditions under which courses offered at further education would be funded. As a result, funding is firmly tied to what is statutory defined as further education, and there is also a strict monitoring of such funding (Reeves, 1995:26).

Austin (1997:34) puts forward that the British government has to go further in outlining the form of British post-secondary education. He asserts that its policy for further education needs to be clarified, with particular reference to issues such as assessment, accreditation, certification and financing. Matters which also require attention is policy issues relating to the nature of the community colleges network, as well as how they actually link with one another.

2.6.2   Characteristics of British community colleges

Further education in the United Kingdom, which is largely focused on vocational education and training is characterised by the following:

❑ It is offered in schools for learners between the ages of sixteen and eighteen.

❑ It is also provided in colleges of further education for learners aged sixteen to eighteen, and for older students who would like to further their education after working hours.

❑ In some instances it is provided in a fast diminishing number of apprentice centres run by industrial enterprises (Richardson,1998:79).

Community colleges form the benchmark for the further education division in Britain. To sum up, they are used mainly to facilitate the growth of the national economy through occupational preparation and training.

2.7   SUMMARY

The need arose in the United States, Canada and the United Kingdom for restructuring of their education systems in line with changing socio-economic factors.   The restructuring led to the establishment and development of community colleges. What has also counted in favour of the formation of community colleges, was enabling legislation in each of these countries.   The development of policy for community colleges in the USA and Canada arose from state and from provincial initiatives respectively. In the UK, however, this policy development was centralised.

Community colleges provide an alternative to mainstream education which is predominantly academic in nature. In addition, the community college education is not education merely for the sake of learning, but education which is intended to meet the needs of communities. This is particularly apparent in the Canadian type of community college, which reflects the socio-economic concerns of the individual provinces.

The programmes offered in community colleges provide perspectives which contribute to understanding of community colleges as distinctive educational institutions. These programmes are discussed in the next chapter.

PROGRAMMATIC ISSUES

IN COMMUNITY COLLEGES

3.1   INTRODUCTION

In the didactic situation learners are no longer regarded as passive recipients of knowledge, but as playing a pivotal role in influencing the assimilation of knowledge. It is through the active participation of students that knowledge in the form of the learning material is refined in order to meet the changing learning situation. Indeed, community colleges should not be viewed as make-shift centres meant for low achievers, but as institutions which reflect the ever changing needs of communities.

Internationally it is becoming more urgent to increase student access into institutions of further and higher learning. The mobility of students from one institution to another and articulation across institutions is becoming equally important. Community colleges have primarily been established in order to attain these ideals.

For these goals to be actualised, there should be relevant courses which are adjusted to student needs. In addition, as a means of ensuring student success, there should be support programmes designed for the purpose of minimising students' failure rate. This chapter focuses on the nature and content of curricula and programmes at community colleges, as well as matters such as access policies, articulation and accreditation of courses and academic support programmes.

3.2   NATURE OF PROGRAMMES AND CURRICULA FOR COMMUNITY COLLEGES

In analysing the focus areas and population groups the community college curriculum is directed at, similar trends have been identified in the various countries. However, there seems to be unique focus areas for certain countries. Those unique focus areas will be pointed out in the text.

3.2.1   Intended outcomes of the curriculum

In all these countries mentioned the curriculum is developed with the aim of reflecting student needs. This is to ensure that the curriculum stays socially relevant and applicable. Apart from satisfying student needs, consideration is also to be given to the needs of industry through formal and informal relationships with the business community and with the federal government via government labour market surveys.

The main idea with the community college curriculum is not to prepare students for specific skills or jobs only, but to prepare them for a range of jobs with regard to their career aspirations (Report of Special Senate Committee on Youth, 1996).

Through the curriculum it is hoped that community colleges will produce workers who will act as independent agents in a free market and who are capable of:

▫ adapting to the idea of having a variety of jobs as a career path; and

▫ responding to technological changes as well as to changing trends within labour markets. Consequently, curricula are aimed at reflecting and stimulating the development of these skills.

For community colleges to meet the challenges of the changing learning and teaching environment, O'Banion (1997:21) asserts that they have to be learning institutions that embark on:

▫ Development of their own language to reflect the new form of learning, as opposed to only instruction and teaching;

30

□ Identification of the limitations of traditional models of education;

□ Realignment of current structures to accommodate collaboration and teamwork within the college community;

□ Review of the role of technology in transforming this environment;

□ Involvement of institutional stakeholders in the change process with respect to the learning environment; and

□ Organisation and review of all change activities with a view to evaluation of the learning environment.

It could therefore be assumed that the success of the community college sector is to a great extent determined by the ability of these colleges to reflect continuously on whether they are doing what they have intended to do.

In order to achieve stated objectives of community colleges, various types of programmes are offered by these institutions.

3.2.1.1   Categories of programmes/courses offered

Wajngurt and Jones (1993:249) indicate that the curricula for community colleges in the USA fall into the following categories:

□ Associate of arts or science degrees;

□ Vocational/technical programmes which lead to a degree or certificate, and covering a range of training opportunities;

□ Non-degree courses and community service activities, of both vocational and technical natures;

□ Remedial programmes; and

□ General education courses covering liberal studies which do not fall in a specific major or occupational field.

3.2.1.2   The development of career-oriented courses

As importance is attached to career, the following types of courses and programmes are offered in the various countries:

□ Technical and para-professional programmes

- Engineering
- Business
- Health sciences
- Social services
- Arts and Culture
- Public safety and criminology
- Medical technology
- Craft and Industrial training
- Modern Science and Technology Preparation for higher education
- Remedial education (cf. Further Education in UK, 1997:10-11).

3.2.1.3   Employability and entrepreneurial skills

For community colleges it is extremely important to help students and the community to help themselves. Canadian colleges, for example, offer apprenticeship as a means of developing entrepreneurial skills. These courses are based on specialisation in various career fields as a means of increasing one's own chance of employment and preparing students for future workplaces. Independent and creative thinking which is necessary to enable students to explore various occupations also receive preference (Muller, 1990:31).

The 'open' education system in the United States is reflected by the comprehensive nature of curricula in community colleges. Learners benefit through the ample choices offered in the curriculum as well as from the 'open' environment of the community colleges. Deliberate measures are implemented to ensure that the curriculum redirects students into relevant career paths, which are aimed at making students employable in the short and medium term. Curricula at community colleges are, therefore, not too theoretical but to a large extent practical. It is geared towards short and medium term vocations which are aimed at making students employable.

3.2.1.4   Career and in-service education, training courses and programmes

The greatest expansion in community college enrolment has occurred in the fields of career and in-service education. Raby (1995:1-2) states that the in-service or continuing education which is provided in adult basic education programmes, increases the number of adult learners in this sector. Remedial education, on the other hand, levels playing fields for students who have been inadequately prepared in secondary school, since it is primarily aimed at overcoming learning deficiencies as well as cases where favourable learning outcomes were not attained.

Special provision is made for the offering of short term-duration and job related training for a variety of vocations and trades in Canada. Unemployed people are targeted for this training, which is offered to both full time and part-time students. Emphasis is also placed on apprenticeship training. This training is offered with co-operation and between employers and labour unions (Gallagher & Dennison, 1986: 71-72).

3.2.1.5   Emphasis on Science and Technology

Micikas, Bybee and Hanych (1995:114-115) assert that community colleges are favourably disposed towards innovation and experimentation with new curricular options. An area which still needs exploration is that of scientific literacy. Scientific literacy offers scope for students to be introduced to basic scientific concepts and operations. It is a study which primarily focuses on equipping students to develop knowledge, skills, and values necessary for them to function as informed, productive citizens.

Community colleges have embarked on collaborative ventures with the high schools in the designing of a four-year curriculum which begins in the 11th grade and culminates in the associate's degree. This collaboration is most evident in the area of technical preparation, which enhances the success rate of students by narrowing the gap between these two levels of education (Denver, Robert &

Templin, 1994:32-33).

3.2.1.6   Ensuring students' inputs in curriculum matters

It is the aim of the college that curriculum should be relevant, not only to industry and society, but also to the individual. Students are therefore seen as active participants in the appraisal of curriculum, and their opinions with regard to course content and teaching methods are regularly sought via questionnaires and through discussions. Students are also asked to add their views on learning programmes revision and development in order to help ensure relevance (Reeves, 1993:29).

3.2.1.7   An interdepartmental approach to curriculum planning

For colleges to be more flexible in meeting the needs of the community, it becomes necessary to restructure various departments. Compartmentalisation allows little flexibility with regard to the curriculum and student choice of subjects. Students are expected to fit into existing compartments and those who cannot fit, that is, those who cannot select subjects which are offered within these departments, are disadvantaged. One way of circumventing this problem is the procedure allowing different functions across the departments to be selected and juxtaposed. This system makes it possible for a cluster of subjects or discipline areas to be arranged along other course areas (Huxley, 1994:11).

At Bilston Community College in the UK, the restructuring of the community college sector has paved the way for the establishment of programme directorates. Instead of viewing the structure of colleges through departments, various directorates are created to serve particular needs which have been investigated. As such, there are directorates for admission, student support, community outreach, employer liaison, equal opportunity staff development, marketing and information technology (Reeves, 1995:55-56). The community education directorate directs community courses which are interlinked with societal development. It also takes responsibility to affirm equal representation of different groups within the university structures.

3.3   TEACHING AND LEARNING STRATEGIES

In all three these countries, community colleges are continually looking at new approaches to learning and teaching. Consequently new approaches to learning emphasises collaborative and group learning without necessarily disregarding individual needs of learners.

3.3.1   Co-operative learning

One way of letting students learn maximally and effectively is through co-operative learning. Co-operative learning is a learning style where learners are divided into manageable groups and are given problems to solve. The advantage of this technique is that learners discover solutions to problems on their own and this helps them do develop self-discovery and independent thinking (Temperly, 1994:94-95).

3.3.2   Contextual learning

Contextual learning also affords added value and relevance to learning. It is based on the recognition that learning is a complex and multifaceted process transcending drill-oriented stimulus/response methodologies. It attaches importance to the milieu of the learners, furthermore, it stretches their imagination. Learners take charge of their own learning by processing new information in the manner that it makes sense to them (Hull & Sounders, 1996:15-16).

3.3.3   Multicultural teaching skills

Community colleges, as institutions that serve a large number of students from diverse backgrounds, need to recognise the importance of educating students to live in a multicultural society. Multicultural education can be explained as a philosophical orientation that incorporates value for diversity, cultural pluralism and educational equity for all students through engagement in genuine and purposeful practices (Stoll, 1995:11-13). The philosophy of multicultural education as an 'add on' component of the curriculum must, therefore, permeate the design and teaching of all the courses. While multicultural education clearly deals with

educational equity for women, ethnic groups, language minorities, low-income groups and people with disabilities, it does not specifically encourage women, people of colour and the disabled as topics of study.

3.3.4   Flexible delivery modes

The delivery mode of community colleges is to a large extent determined by the way in which their programmes are structured. Many other institutions of learning, with fixed time tables and fixed academic programmes thereby limit admission to students who are in a position to attend classes at the times specified. The increasing enrolment of students at community colleges, however, has led to flexibility with regard to class schedules, with morning classes, evening and weekend classes being offered (Naughton, 1992:309-312).

Colleges are to adapt to students rather than students adjusting to the institutions. As in the USA's system, programmes are offered in a flexible way. The most apparent flexibility is the scheduling of time tables for courses. Programmes are offered on different time frames such as semester, trimester, quarterly or yearly. The purpose for this is to make colleges accessible to a large number of students (Cowdy & Robertson, 1994:43-45) and to ensure that the community college is indeed user-friendly.

3.3.5   Distance education

To address the education and training needs of as many students as possible, the offering of distance education is becoming increasingly popular. The survey commissioned by the Association of Canadian Community colleges in 1996 established that the majority of community colleges and technical institutes/technical colleges have mechanisms and policies in place which promote the use of technology and in particular information technology. In addition, the study found an increasing use of distance education by both community colleges and technical institutes. The purpose thereof is to reach a broader section of students who cannot afford full-time registration. The mode of instructional delivery is the use of the website, video-conferencing,

teleconferencing, broadcast lectures, and satellite technology to link those in remote areas with inner city colleges (Association of Canadian Community Colleges, 1997:9-15).

3.3.6   Academic support programmes

As indicated, the majority of students entering community colleges is from lower socio-economic status and have poor academic achievement. This implies that many of these students are ill-prepared for the programmes they wish to follow, hence adequate academic preparation is made a condition of actual entry into such programmes (Naughton, 1992:309-310). Despite these initial challenges, it is important to note that community colleges provide many opportunities for success to hard working and motivated students. These include opportunities for study, for career choices, and also for scholarships to deserving students (Cohen & Brawer, 1989:37-38).

3.3.6.1   Guidance and counselling

Guidance and counselling play a major role in helping direct students to appropriate programmes in line with their potential. There are, first of all, orientation programmes which are used largely to acquaint students with the norms and the values of the community colleges. Secondly, student advice centres are set up during the admission period in order to provide information during the admission period on the various learning programmes, covering issues such as course content, duration and level. Furthermore, there are certain prerequisites needed for entry into a specific programme. These centres also offer advice on the selection of courses (Venter, 1996: 42).

Various diagnostic methods are used to assess ability, and to map out career options such as aptitude tests, interviews and the assessment of prior learning (Roueche & Roueche, 1994:7; Brint & Karabel, 1989:168). Students are advised to enrol in suitable programmes based on the outcome of diagnostic assessment. In many cases students need to enter qualifying programmes before admittance into the desired programmes. As a result of these measures, students in

community colleges appear to be satisfied with what they are doing, and with their chance to probe into the unknown, to grapple with possibilities, and to use their studies as the gateway to success (Venter, 1996:46-47).

Research by Smith (1993:105-120) at a suburban community college focused on the effect of quality of effort on persistence among students. This study underscores the significance of institutional support programmes in enhancing academic performance. It revealed that three activities, namely, higher order library activities, counselling on academic issues including transfer and participation in art, music and theatre activities significantly contribute to the enhancement of academic achievement.

Student counselling and development should not be seen as peripheral but as integral aspects of a college academic programme. The importance of counselling and development aspects is to provide professional advice and assistance to students regarding their career choice, study methods, writing skills, financial management as well as non-instructional services which may be required by the students.

Bilston Community College, in the UK, has recognised the need to modify their academic programmes in order to accommodate students with learning difficulties or disabilities. These learners benefit from the learner-centred approach where emphasis is upon their integration into mainstream courses. They are given access to available educational opportunities and are assisted to overcome their shortcomings. Tutors are trained to provide a flexible learning and teaching environment in order to meet the needs of these students. In this regard they are placed in a position to achieve success (Ware, 1996:62). In order to facilitate the learning of this group, specialist curricula are developed, non-discriminatory admission requirements and assessment procedures are recommended, while college accommodation and its facilities are accordingly adjusted. Materials such as videos, tapes, information technology and individual learning packages are designed for learners (Huxley, 1994:11). These are intended to facilitate effective

learning of students and thus achieve quality in education.

3.3.6.2   Academic writing centres

Many students in community colleges, fail tests or examinations through being unable to express themselves properly in writing, mostly where English is not their first language. In an attempt to reduce the failure rate and thus increase retention of student numbers, some community colleges have introduced writing skills programmes at centres which focus on the general development of students. These centres offer assistance to students in writing reports on research projects. Guidance is also offered on computer literacy and the use of the library with self-help handouts, including those on grammar, punctuation and spelling (McKeague & Reis, 1992:200-204).

Learning Skills Centres are other initiatives to provide students with learning skills (Cowdy & Robertson, 1994:43-45). In order to equip individuals with basic skills in communication, a project has been developed at Bilston Community College, which is known as 'key-in to learning'. The unit concerned called the Adult Literacy and Basic Skills Unit (ALBSU), is used for students to acquire the ability to read, write and speak English. It also enables the students to use mathematics at a further education level. In order to develop appropriate programmes for specific cultural groups, relevant centres have been founded, including centres for Afro-Caribbean Education and Training (CACET) and the Centre of Asian Training and Education (Millman, 1993:65-66).

3. 3.7   Community programmes and projects

Community colleges put high premises on community programmes and projects.

3.3.7.1   Community programmes

In the community college sector exists programmes which are designed to develop both the individual and the community. These courses do not have credit value towards diploma or certificates but are intended to increase one's own horizon about oneself or the community in general. Similarly, there are courses for

upgrading or basic skills training. These are supplementary courses which are given to those who do not qualify for admission at colleges. In fact, they are preparatory courses aimed at enabling students to acquire entrance into some programmes. Amongst these are courses such as basic literacy, basic mathematics and second language teaching (Dennison & Behnke, 1993:235).

Community colleges are by their designation meant to provide a service to the community. This service is provided on a lifelong basis. One should feel free to come to a college at any given time to sharpen ones' skills or to acquire new knowledge and skills. One good example of a college providing lifelong learning is Holland College in Charlottetown. This college is open to all citizens who would like to develop their worth as time and circumstances permit.

Adult education is one of the foremost part-disciplines in most of Canadian community colleges (Gallagher & Dennison, 1986:148-149). Canadian community colleges, like their British counterparts, have the ability to respond quickly to newly identified needs and innovation. They respond quickly to the needs identified by a range of stakeholders including employers, the education sector, provincial and federal governments.

Community colleges could also be seen as change agents. They facilitate change in terms of programme development, programme scheduling and in addressing the ever changing needs of communities. Community colleges view the overriding purpose for programme innovation as attempts to increase productivity through the development of creative programmes and/or through changes in the organisation or operation of institutions (Dennison & Behnke, 1993:235).

Another good example of the flexible nature of community college is that of Keyano College in Canada. It designed specific programmes which are tailored to meet specifically the needs of aboriginal students of north-east Alberta who were largely unemployed. These students sought employment in the neighbouring city of Fort McMurray which provided employment opportunities for the development

of oil sands. In order to increase the employment opportunities of these native students, the Keyano College offered them credit and non-credit courses such as Basic Job Readiness and Academic Upgrading (McIntyre, 1992:12). These programmes were viewed to be highly successful.

3.3.7.2   Community outreach programmes

Community colleges in the United Kingdom have taken remarkable strides in meeting the needs of communities while at the same time increasing the knowledge and honing skills of individuals.

At Bilston Community College, for example there are two strategies followed in order to reach the community. These are the 'out-reach' and the 'in-reach' approaches. The former refers to programmes offered outside the campuses, such as those in the community centres, namely day care centres and church halls. In the latter members of the community come to the college to make use of specialised resources such as computers, the library and sports facilities. The emphasis is laid on collaboration, rather than on competition with various stakeholders who have interest in education. Such outside partnerships involve working with commerce, industry or the public service in order to jointly further the aims of education and to improve access to employment (Reeves, 1993:9-10).

3.3.7.3   Community education projects

The purpose of education is to add value to lives by way of setting up projects which are aimed at developing communities. One way of setting the pace for development is by way of undertaking community projects. Community projects are specific and goal directed. They are organised with a view of achieving social goals which have an educational value or significance (Reeves, 1993:49). To a large extent they are structured activities, planned and premised on educational and training content. The purpose of the project is to yield a measurable benefit to the community.

Community education programmes are intended to actively engage members of the community in some form of deliberation which has learning outcomes. This is done to enable the public to deepen their existing knowledge and to progress to more formal or demanding study. These programmes are intended to give background knowledge which forms the core of an academic and vocational training underpinning further education. An educational programme may involve planning which underlie educational and training purpose (Reeves, 1993:49).

Categorisation of a community education activity model (Reeves, 1993:49) describing the process of community education by linking informal learning experiences, can be described by means of distinct institutional forms in the following manner:

Figure 3.1: Community education activity model

Community------------ Community---------- Community

Involvement----------Activities -------------Projects

Community Programmes ------ Further Education Programmes
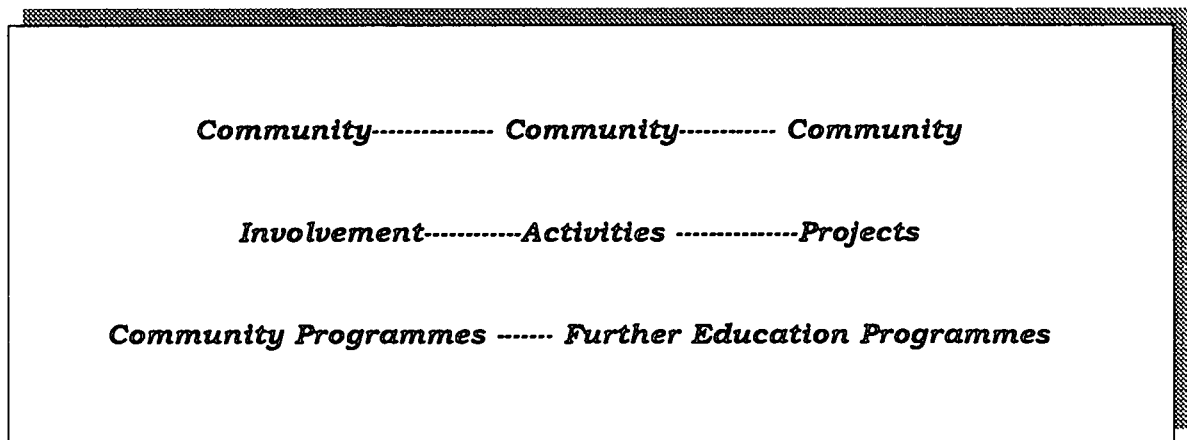
There are three phases of this model, namely, community involvement, community activities and community programmes. This model could be described as follows:

❑ **Community involvement** demands collaborating with various stakeholders who have an interest in education in order to familiarise oneself with the local economic and social environment in an attempt to ascertain educational needs. Community involvement is regarded as essential in that it equips

professional staff with changing perceptions, attitudes and outlook on life, which are necessary for modifying curricula. Thus community involvement presupposes constructive engagement in community activities with a view of improvement.

□ *Community activities* involve a situation where the college in collaboration with the stakeholders, organise activities in order to familiarise outsiders with the college's social and physical environment. On the other hand, the college, through stakeholder participation, can also be involved in community activities. In this regard the community could play a vital role in the planning and undertaking of projects and programmes of the college (Reeves, 1993:49). After participating in community activities, the college, with the support of the community through its representatives, undertakes a community project. The significance of the college involvement in community activities and projects is to realise the college's mission of being responsive to community needs.

□ *Community programmes* refer to a series of community projects and activities which are undertaken by the college with the partnership of relevant stakeholders for the purpose of engaging in a continual community improvement process (cf. Reeves, 1993:49).

It is evident from the above that community colleges in all three countries offer a broad array of courses/programmes enabling individuals to enroll in programmes which are in line with their potential and interests. The wide choice of programmes is also intended to be in tandem with the ever-changing job market.

3.4   ACCESS

In addition to the unique nature of curricular offerings in community colleges, admission and enrolment policies are also important aspects that community colleges should address. These policies in community colleges mirror the way in which these institutions are intended to help realise the dreams of many of those

who have lost faith in traditional schooling. Schools have merely shown that such learners have not been successful as measured by their achievement scores, but are not able to offer a solution as to what they could do to fend for themselves in life and how they could increase their chances of employment. One of the major successes of community colleges lies in the way they offer opportunities for learning to students whose academic careers seem to have reached a terminal point.

The Truman Commission with its 'Open Door Policy' provided open access through minimising the many restrictions and red-tape in the admission procedures of community colleges in the USA. Admission criteria laid down meeting the requirements for specific programmes rather than the possession of general entrance qualifications, nor was finance a consideration. In this way the majority of persons from disadvantaged communities, who previously could not afford the cost of higher education, have found avenues for furtherance of their education through community colleges (Vaughan, 1989:20-21).

Within the Canadian community colleges' system, just as in the USA, admission requirements are flexible enough to allow access to a broad spectrum of students. Students are admitted regardless of previous scholastic performance and without age restriction. Consequently, rather than setting admission requirements which would serve as a barrier, it is viewed that colleges should do their utmost to accommodate students and to do their best to adapt to the individual needs of students without compromising academic standards. Once students are admitted, they are to measure up to the requirements of the programmes they had chosen. In some instances, some preparatory or entry requirements for certain programmes are mandatory (Gallagher & Dennison, 1986:74-147).

Bell (1996:31) explains the importance of access courses in further education which have been specifically designed for beginning students who do not have the necessary traditional qualifications for admission. These courses are aimed at

assessing the students' potential in particular subject streams. Prior experience and skills are taken into account when assessing students' abilities.

In the British system the success of admission and enrolment of students are measured by the following:

❑ **An increase in participation in post-16 education**. There has been marked increase of students in British community colleges over the last ten years. This increase has been followed by a low drop-out rate of students.

❑ **Changes in patterns of uptake in science and mathematics**. Proactive measures are taken to popularise science subjects and this has shown dramatic increase in the enrolment of students in the science courses.

❑ **The introduction of the Science General National Vocational Qualification (GNVQ)**. The increase of science students has led authorities to introduce a qualification (GNVO) with a component of science courses at both Intermediate and Advanced levels. Courses offered at these levels are predominantly applied science courses and mathematics.

❑ **Curricular changes**. There have also been changes to curriculum, particularly with regard to the A levels in order to create more mobility for students. In particular, there has been an introduction of continuous assessment instead of end of year assessment (Re-appraising post-16 education, 1997:2-3).

Apart from access, community colleges tried to improve students' articulation opportunities between various programmes and institutions, including universities.

3.5   ACCREDITATION AND ARTICULATION

The need to facilitate accreditation (meaning official recognition of academic credits or qualifications acquired) as well as articulation (implying vertical mobility based on qualification achieved) at community colleges are increasing. The overall decreasing enrolments, budgetary restrictions and the demand for quality assurance necessitates this. It is felt that carefully designed articulation processes between institutions will eliminate the unnecessary duplication of

courses. Indeed, many institutions have entered into formal negotiations regarding a shared vision, a systematic policy on articulation, an implementation plan, student eligibility requirements, joint curriculum review processes, a competency based curriculum, common promotional strategies, mutual advisory committees, and shared facilities and equipment (Bragg, 1993:521).

Consequently, articulation and accreditation systems have been devised between basic and further education institutions. A student may, for example, be allowed to do a two-year course at a secondary school, take another two years at a community college, and a further two years at a four-year college or a university. A student can thus be accredited for the courses completed at any given stage (Kern & Kern, 1993:533-541).

Many community colleges offer courses which articulate into university degrees. The three basic types of pre-degree qualifications are pre-baccalaureate degrees: Associate in Arts (AA), Associate in Science (AS) and Associate in Applied Sciences (AAS), all of which are largely career oriented and are two-year degree preparation programmes at either a college or university. For articulation purposes, the college enters into agreement with specific universities with regard to the accreditation of courses. Where such agreements have been reached, courses are structured in such a way that the accreditation of a two-year towards a four-year university programme is possible (Venter, 1996: 53-54).

Transfer of credits (articulation) from community colleges to universities where mutual agreements exist is offered on the basis of the time span allocated for courses. In most cases, transferring students who have completed associate degrees at community colleges, end up with degrees at universities. In cases where the university determines that sufficient academic work was not covered, follow-up or additional courses need to be undertaken.

Research indicates that students who enter the university through the community college route, do not perform as well academically as the students whose higher education starts at the university (Hughes & Graham, 1994:35-36).

At the same time various research findings indicate that different grading systems used at community colleges and at universities may contribute to the differences in performance. On the same score, while community colleges are more student-centred with more time devoted to individualised teaching, universities tend to devote more time to research than to teaching, and instruction is to a large extent lecturer-centred. This could, partially, explain the difference in the performance of students who move from community colleges to universities.

There is as yet no national programme accreditation system in the United States. It is a process that is still being worked on and reviewed with improvement in mind. New methods and criteria, which are based on the changing needs of the society, are envisaged (Koller, 1995:6). There are regional accreditation bodies which have been established to audit and evaluate procedures for quality assurance mechanisms as set out by member institutions.

The granting of bridging university courses is done by certain colleges. These courses are transferable to universities. This undertaking occurs particularly in provinces such as Quebec, Ontario and British Columbia. Furthermore, there is provision for non-university transfer courses of an academic nature. These courses are not specifically job-related but are of an academic character. They include courses in women studies, labour studies and interdisciplinary courses (Gallagher & Dennison, 1986:71-72).

The issue relating to easing of transfer of credits from community colleges to universities in order to facilitate student mobility is still receiving attention especially in Canada. There is a mounting criticism for lack of uniform accreditation standards even across provinces. Development of an accreditation

system among post-secondary institutions in Ontario is at an advanced stage
(Lewington, 1992:35).

Community colleges are quite different from universities and several colleges are
not affiliated to universities. There is little articulation between universities and
community colleges in Canada. However, albeit on a small scale, there is a
growing measure of articulation in some provinces, particularly in the western part
of the country where there are transfers among universities (Cantor, 1992:181).

As the need for further education increases, universities may choose to transfer
their lower courses to colleges in order to concentrate on advanced work and
research. This is in line with a two-tier system of higher education similar to that
of the United States of America. These colleges are at the centre of further
education and stimulate a reflective learning culture. It furthermore enrolls a broad
spectrum of the population and as a result increases the general standard of living
by way of facilitating economic regeneration (Reeves, 1995:32).

3.6   IMPLICATIONS OF A NATIONAL QUALIFICATIONS FRAMEWORK ON CURRICULUM PLANNING AND DEVELOPMENTS: THE UK EXAMPLE

The flexible nature of education offered at community colleges needs some form
of control. There is a need to regulate qualifications given by different institutions
in order to ensure that the qualification offered at a particular level of education by
different colleges has the same value. Consequently, a regulatory body for
qualifications framework was established to set up national norms and standard
for further education qualifications (Reeves, 1995:80-82).

3.6.1   Reasons for the implementation of a National Qualifications Framework

The British qualification framework from the initial level of schooling to the post
secondary level (but just before university entry) is determined by the General
Certification of Education (GCE). An objection to the GCE standard setting is that

curriculum is to a large extent defined through narrow subject specialisation which is unrelated to student experience. There is little regard for practical and vocational application. Emphasis is placed on content, which is determined through examinations.

As a result of this simmering dissatisfaction, an alternative qualification framework to the GCE was established. It is called the National Vocational Qualification (NVQ). It is structured on competence based qualifications which are made up of units of competencies covering a broad spectrum of categories of jobs. It is a context-based process which attempts to reflect skills as are seen at the workplace (Linden, 1998:20).

However, emphasis on the acquisition of skills at the expense of knowledge has invited criticism for NVQ. It is argued that skills acquisition is narrow in outlook and restricts one to adapt to changing circumstances.

3.6.2   The General National Vocational Qualification (GNVQ)

As an indication of commitment to reform further education, the government has commissioned the establishment of the General National Vocational Qualification (GNVQ) to operate alongside the NVQ. It is intended to replace other vocational qualifications and is aimed primarily at 16-19 year olds including adult learning (Higham, Sharp & Yeomans, 1996:82-85).

The rationale behind the GNVQ is to move a step further than the NVQ by providing broader curriculum design with the aim of maintaining balance between vocational attainment and academic achievement. Accordingly, its focus is to provide comparable standards to the GCE A-level for full-time students beyond the age of sixteen (Linden, 1998:20).

Further improvements to the structure of NVQ included inter alia:

❑ Developing a clear, coherent and comprehensive nature of vocational qualifications based on competencies which are directly relevant to the needs of employment and the individual;

□ Ensuring that education provided is relevant, creditable, accessible and cost-effective;

□ Creating vocational qualifications that are intended to facilitate entry into, or progression in employment, further education and training; and

□ Establishing an accrediting body which will monitor vocational qualifications offered by different institutions to ensure that they are in line with the national standard (Richardson, 1998:81).

As a result, programmes offered by the Further Education sector must reflect the criteria for and procedures of programme planning as described by the Qualification Framework. To a certain extent it could take the autonomy and creativity away from community colleges. On the other hand, it assures and enhances the quality of both institutions and programmes offered.

3.7   SUMMARY

Deliberate efforts and well thought-out schemes are made in order to broaden the scope of curricula at community colleges. The reason for this is to afford students a wider choice of subjects and thus augment diversity of their career paths. Consequently, curriculum is not to be 'cast in stone' but must be reviewed from time to time in order to ensure its relevance. Panther (1992:138-139) states that there must be deliberate steps taken to plan for curriculum change and this change should incorporate the vision for the future. In addition, he points out that this planning for the future should involve all relevant stakeholders. Well-to-do measures are taken with a view of easing stringent admission requirements at community colleges and to ensure that institutional support programmes are set up. These support programmes are aimed at increasing students' scholastic success rate by means of providing students with academic support throughout their teaching and learning milieu.

Chapter 4 explores focus areas for institutional and human resources development in community colleges.

ORGANISATIONAL DEVELOPMENT
IN COMMUNITY COLLEGES

4.1   INTRODUCTION

To enable academic staff and senior management to enhance the relevance and quality of their services and programmes, it is extremely important that the organisation develop its existing human and other relevant institutional resources. Factors coming into play such as the declining job opportunities influence the shifting of emphasis at community colleges towards human resource development.

In order for community colleges to respond to the changing needs of the industry, managerial and administrative expansions are initiated, and deliberate moves are taken to develop personnel and restructure students' services (Muller, 1990: 69-70).

Canadian colleges had entered into contractual relationship with business and industry for purposes of identifying and providing training needs. Post-secondary colleges in Canada began to develop ties with overseas countries such as countries in Africa, the Middle East, and Caribbean nations and the Pacific Rim. This expanded the scope of business relationship which yielded some profit for Canadian institutions (Gallagher & Dennison, 1986:161).

This chapter focuses on institutional resource development of community

151 214 95

colleges in the United States of America, Canada and the United Kingdom. Human resource development forms the main focus of this chapter as other organisational development issues are directly linked to it. While attempt is made to cover some organisational issues such as quality assurance, it is not deemed appropriate for this study to cover all organisational aspects.

4.2   RATIONALE FOR HUMAN RESOURCE DEVELOPMENT

The aim of human resources development is to foster the most effective and efficient use of people for the collective needs of a company (Muller, 1990:70-72). Human resource development underscores the importance of the human element in any undertaking, whether in an economical, social or educational sense. It is based on the philosophy that developing the potential of workers will lead to quality products, and is therefore cost-effective in the long-run. Human resource development provides an insight that training for maximising skills potential and for optimum use of programmes should receive priority over purely budgetary concerns.

Human resource development is not only focused on the improvement of lecturing skills but also on a broader view of assisting with the development of the communities. Apart from being engaged in teaching, colleges are also seen as cultural, artistic and recreational centres. This has the significance of placing the colleges as centres for community development. College instructors are not expected to be far removed from their communities and plan their activities in isolation. They are to be well-positioned in their communities and to ensure that whatever programme is offered, has the blessing of the communities.

In strengthening ties with communities, it has been made mandatory for governing councils to include representation of municipal, business and industry in the affairs of community colleges (Gallagher & Dennison, 1986:79).

Staff development is regarded as extremely important in ensuring delivery of effective educational outcomes and as a mechanism for achieving quality

assurance. It is a means through which to sharpen instructors' knowledge and skills and keep them abreast of dynamic developments in their profession. In the drawing up of the strategic plans, instructors are expected to develop guidelines for quality attainment in human resources development (Robson & Bailey, 1996:10-12).

4.3   PROFILE OF ACADEMIC STAFF IN COMMUNITY COLLEGES

In the community college sector there is a shift in emphasis away from qualifications as a condition for hiring staff, due to the consideration given to the recognition of previous experiences and competencies.

A considerable number of lecturers and instructors in the majority of community colleges in the USA have prior experiences in teaching at lower classes such as at schools. As the size and the programme scope of college increases, there is a corresponding increase in the number of teaching staff coming from graduate programmes, as well as from trades and other traditionally inclined colleges.

Staff recruitment processes focus on finding responsible, well-motivated individuals, capable of high productivity, who are also sensitive to the needs of the students (Cohen & Brawer, 1989:69-70). Dynamic instructors are employed for the new occupational programmes, in the expectation that such instructors will successfully present new courses being offered (Brint & Karabel, 1989:175).

The predominant use of part-time staff as opposed to full-timers is necessitated by the expansion of enrolment. This approach impacts significantly on cost-effectiveness by reducing expenditure on remunerating full-time staff, while it allows flexibility in the employment of personnel who are able to offer specialised courses in areas that could not support full-time teaching staff. Of equal significance is the fact that part-time teaching corps are willing to teach outside normal hours and in different locations.

In terms of the workload of academic staff working at community colleges, it can be defined as the number of contact hours spent in lecturing, discussions and attending to students, educational needs, either in groups or individually. Consideration is also given to the number of students met per week in determining the workload. Generally, thirteen to fifteen hours per week are regarded as a norm (Cohen & Brawer, 1989:74). A relatively large number of teaching staff work on a part-time basis, of whom many are university lecturers.

4.4   FOCUS AREAS FOR HUMAN RESOURCE DEVELOPMENT

Organisational development focuses, amongst others, on the following important aspects of human resource development:

❑ developing programmes to empower staff to make learning effective by means of instructional design, courses and technology;

❑ developing ongoing programmes for academic staff development through seminars/workshops; and

❑ organising of seminars with topics including personnel development, leadership and management, change management, time management, project development and costing, gender issues and conflict resolution.

According to the literature consulted for this study, there are various focus areas on which organisational development is directed. Amongst them are the implementation of Total Quality Management (TQM), staff development programmes, in-service training, the focus on performance indicators and the use of staff appraisal systems in assuring quality.

4.4.1   Total Quality Management (TQM)

Community colleges are actively aware of the need to be engaged in actions aimed at quality assurance. Innovative measures have been put into practice at El Camino College in the USA, for example, to utilise total quality management as a tool to contribute to quality assurance. Total Quality Management (TQM) is a term applied to the redesign of the vision, mission, culture and working practices of organisations/institutions through the pursuit of

continuous quality improvement. It is a process rather than a product, which aims at achieving quality via a process of research, evaluation and feedback. The main features of TQM are:

▫ A declaration to satisfy customers' needs;

▫ A commitment to continuous quality improvement; and

▫ The gearing of staff to the achievement of quality outcomes (Ashworth & Harvey, 1994:15).

TQM implies that all the operations of the college with regard to curriculum development, human resources development, financial matters and institutional governance, should be managed to achieve quality. Such an approach to quality usually brings about measurable improvement in the performance of both students and staff. In addition, TQM is intended to make community colleges more responsive to change (Schauerman & Peachy, 1994:345-358). Quality management is a device used in ensuring that managers are equipped with the necessary skills to enable them to run their institutions efficiently and effectively.

It needs to be stressed that quality assurance in an institution such as the community college can only be attained through team work, as opposed to individual efforts. A congenial environment should be created in which all participants, namely the learners, instructors and senior managers contribute positively to the effort to achieve quality assurance.

4.4.2 Total Quality Management as used in British community colleges

Most British community colleges see quality assurance as extremely important, and also incorporate the tenets of TQM in their operations. East Birmingham College for example, employs TQM and in addition has sought admission to the British Standards Quality Assurance register. The entry of colleges into the Quality Assurance register is subjected to tight procedural controls and the checking of administrative procedures and staff development as a means of enhancing quality assurance. It is emphasised that the term quality implies total

involvement of staff as opposed to a hierarchical top-down system (Franklin, 1992:34-37). There is need for continuous processes and service development for sustained quality assurance relying on an efficient built-in system for achieving quality.

4.4.3   Staff development programmes

Staff development programmes which have brought a good measure of success in UK post-secondary institutions, focus on the following:

☐ Monitoring of the staff with regard to teaching performance and assertiveness/ effectiveness, which are determined through their implication for students' learning and the services provided by the college;

☐ Evaluation of individual staff's specific contribution towards the general improvement of the performance of staff;

☐ Audit of qualifications, experience, skills and knowledge on an annual basis which is measured against the development and targets; and

☐ Differentiation between experienced, inexperienced and part-time staff in assessment strategies. Provision is made for induction programmes and mentoring of new college staff (Ashworth, & Harvey, 1994:37). In the same vein appraisal of staff is regarded as an important part of quality assurance.

4.4.4   In-service training

In-service preparation programmes, generally institutionalised, have been developed to keep college staff abreast of the latest teaching techniques. Moreover, the colleges measure their institutional effectiveness by evaluating and promoting staff performance through accountability procedures (Roueche & Roueche, 1998:33). Degrees are being introduced which have been designed to develop the expertise of instructors for meeting ever increasing teaching challenges. At some colleges, for example, Master of Arts and Doctor of Arts in teaching are offered. In certain states, there is a two-year probation period for instructors before appointment to full-time employment is confirmed (Venter, 1996:32-33). To combat skepticism with which staff development programmes are often viewed, community college management often employ user-friendly terms such as 'facilitating' faculty growth, 'sharing' expertise and

'celebrating' diversity (McGrath & Spear, 1994:361).

College instructors are also expected to spend much time outside the classroom doing follow-up work with students who need attention. There are on going institutional programmes which are aimed at appraising college instructors and to provide seminars with the aim of sharpening their teaching as well as their knowledge of the learning content (Gallagher & Dennison, 1986:77).

4.4.5   Performance appraisal

There is a need for the development of human potential at community colleges, in order to ensure both efficiency of the personnel and effectiveness of the curricular programmes offered. One way of achieving this is to introduce a performance appraisal system which will make a positive contribution to quality assurance in the institution.

Performance appraisal conducted in community colleges usually involves the entire faculty at each step of the way. This type of involvement promotes professionalism in that it sets standards and enables monitoring to maintain these standards. Venter (1996:33) indicates that in many community colleges, promotion, selection for training and the salary scales of academic staff are determined on the findings of performance appraisal reports. Professional staff have to participate in course production and modification, as well as the development of teaching media. They are also entrusted with the task of translating bodies of knowledge into more manageable modules (Cohen & Brawer, 1989:87).

The performance appraisal of college instructors in Canada, is seen as a priority for achieving quality assurance. To this end, collaborative schemes have been established with other interested bodies such as business in order to provide relevant in-service training to the teaching corps. While attention is given to providing and developing community oriented education, global

changes call for links with overseas countries with a view to share knowledge and expertise.

In the case of the UK, a well planned programme for staff appraisal is in place, with which all administrative and professional staff are familiar. In the same manner, as learners are assessed in helping to ensure the effectiveness of learning, personnel are appraised with regard to their ability to execute their administrative and professional duties according to the agreed performance criteria.

The criteria for staff appraisal will include inter alia:
- Teaching performance,
- programme administration,
- programme development,
- research and consultancy,
- publications and
- involvement in staff development activities.

Staff appraisal is a means to check competence to perform according to expectations, but it is also a tool to identify weaknesses needing attention. This means that the intention behind staff appraisal is not judgmental but developmental in nature. It should thus be used as a mirror to reflect the extent to which individual staff members have met their teaching and administrative obligations, and what areas need further development (Ashworth & Harvey, 1994:40). Consequently, staff appraisal has to relate to future needs and career aspirations and development, as well as the immediate and long-term objectives expressed in job descriptions and job levels.

4.4.6   Staff development in an advanced technological era

One area receiving attention is development of the capacity to deal with the challenges brought about by advancement in technology. In 1993, the Association of Canadian Community Colleges (1997:93) commissioned a study to investigate the human resource challenges facing colleges. Part of the study sought to establish how information technology was being used in the teaching context. The three main questions underpinning the mandate of the Technology Task Group were:

❑ How could colleges maintain their competitiveness in the context of a wealth of multimedia technologies?

❑ How did colleges envisage high-quality learning for their clients?

❑ How could staff be equipped with the skills to enable them to meet the demands of an advanced technological era?

This study provided valuable data which can be used to equip human resources to respond favourably to technological demands. It also contributed to the upgrading of existing technological infrastructure in tune with changing conditions. It indicated that colleges need strong leadership to set goals reflecting a vision of the learning process enabled by technology. Departmental planning processed should be integrated into the institutional college planning processes.

It was stressed, however, that attention should not be placed on technology for its own sake but on how person-power can be effectively developed to manage technology for the advancement of colleges' profiles (Association of Canadian Community Colleges, 1997).

There is importance attached to the use of information technology, and in effect, the large usage of computers has added to the significant increase of student numbers. Computer designed learning packages have been introduced, allowing for a vast number of students to enrol for courses which could be undertaken anywhere through computer network (Reeves, 1995:85).

4.4.7   The role of performance indicators in organisational development

In the British system, the Further Education Funding Council (FEFC) has made it mandatory for further education (FE) colleges to undergo screening using performance indicators (PI's) to determine quality assurance. Colleges are assessed on the basis of the following six PI's:

❑ *Achievement of target:* A college is evaluated on its effectiveness in its provision of education and training programmes as measured against the targets which were set in its strategic plan.

❑ *Student enrolment trends:* This indicator concerns the ability of the college to maintain its students' enrolment levels as compared with the previous academic year.

❑ *Student retention:* The college is also evaluated on its ability to minimise the drop-out rate with retention expressed as the percentage of students who enrolled for a particular course by November 1 of the year, and who still remain on the course at commencement of the summer term.

❑ *Learning goals and qualifications:* This criterion measures learner achievement in terms of the number of students completing their courses and achieving qualifications for which they enrolled.

❑ *National Vocational Qualification or equivalent:* This body assesses the contribution individual colleges make to meet national targets for education and training. The collected data is based on returns provided by the training enterprise councils.

❑ *Level of funding:* This indicator is based on demand-let element by the total average number of units a college earned during the year.

The PI's urge colleges to embark on institutional quality assurance processes in order to meet the expectations of the FEFC (Further Education Funding Council, 1994) yardstick of success. As colleges strive for maintenance of high standards and quality, they in consequence, have adopted the standards of quality as laid down by quality assessment institutions such as the British Standards Institute. This institute sets standards of performance and production

as criteria for industry. College staff has high morale and actively seeks to increase their performance level with promotion in mind (Reeves, 1995:50-51).

4.5   SUMMARY

Quality viewed as fitness for the purpose of value for money has become extremely important in community colleges. Recruitment campaigns for staff no longer attach importance as the sole barometer for competence, but rather emphasise skills and the ability to perform specific tasks.

In the pursuit of excellence, community colleges are administered on the business principles of total quality management. Technology is also being increasingly used as a means of achieving quality, with the major advantage of cost-effectiveness in terms of time spent and the number of personnel utilised to perform certain tasks.

The financing of community colleges is clearly a crucial factor in achieving the goals set for human resources and institutional development. Sound financial control measures and creative use of resources require effective governance structures in these institutions. The next chapter focuses on the financing and governance of community colleges in the United States, Canada and the United Kingdom.

FINANCING AND GOVERNANCE OF COMMUNITY COLLEGES

5.1 INTRODUCTION

The escalating financial investment in education underscores the importance of education to the community, with particular interest placed on quality institutions and quality programmes. Without effective financing and sound governance the chances of efficiency and success would be severely diminished.

This chapter reviews financing and governance of community colleges in the United States of America, Canada and the United Kingdom.

5.2 FINANCING OF COMMUNITY COLLEGES

The funding of most of the community colleges in the USA, Canada and the UK is calculated by means of various funding formulae. In order to determine appropriate funding for a particular institution, several factors such as regional needs, the student population and the colleges' programmes are taken into consideration. Special emphasis is placed on the financing of students since the business of community colleges intrinsically centres around students as consumers.

5.2.1 Financial management

Accountability and good financial management are regarded as extremely important for any organisation to survive. The same prerequisites apply to the community college sector. For example, in the UK, funding bodies have inspection arms for monitoring the use of subsidies, and the continued funding of institutions depends, to a large extent, on assessment reports (Linden, 1998:18).

Kerry and Tollitt-Evans (1992:131-138) point out that in light of the ever diminishing state subsidies to further education, it is vital for staff to be geared to the exercise of financial control. For example, in determining the cost of programme design, the following have to be considered:

❑ The number and type of staff available;

❑ The number of hours students need to be taught;

❑ The amount of tutorial time available; and

❑ The level of supervision needed during work experience.

In addition, cognisance of broad issues such as global staffing costs, infrastructure costs, administrative support costs and student transporting costs has to be taken when making budget projections.

5.2.2   Student financial schemes

Students have benefited enormously from the numerous aid schemes available to them at community colleges. One of the outstanding features of the 'Open Door Policy' was financial aid, provided primarily to cover tuition and also transferable from one institution to the other. Various aid and loan schemes have been devised to ease the burden of students. Financial schemes such as The Basic Education Opportunity Grant, Supplement Educational Opportunity Grant, The College Work Study Program and The National Direct Student Loans are but few examples indicating the commitment of the United Sates government to developing community education (cf. Vaughan, 1989:19-21).

The unfavourable economic climate in the 1970s inevitably caused financial cuts to community colleges in Canada. This led in 1977 to a five-year agreement between the federal and provincial governments for the joint funding of health care and post secondary education. The federal government continued to provide funding for student's aid scheme and for needy students albeit on a smaller scale. As economic constraints became more pressing for the federal government, stringent controls were put on the provinces to provide accountability for further funding, resulting in strain on the continued funding of colleges (Gallagher & Dennison, 1986:84-85).

On the other hand, preparatory programmes for Canadians, which encourage job creation or generate income, receive large federal government subsidy. The Canadian Employment and Immigration Commission has also played a role by subsidising students who are taking courses which afford them the chance of employment.

Students are also expected to meet financial obligations at community colleges by means of tuition fees. The ever-increasing amount of tuition fees mean that some students may be denied admission due to inadequate resources. This contradicts the mission of community colleges in that they aspire to offer open access' to all students, irrespective of ability to pay fees (Muller, 1990:38).

On a small scale, funding is provided for learning support. This is intended for students' learning in small groups or on an individual basis where there is justifiable motivation. Furthermore, provision is also made for special funding for the development of new courses which are aimed at meeting the changing needs of the society. However, these new courses have to be externally validated before they can be funded (Ware, 1996:61-62).

5.2.3   Institutional funding

Although there exist similarities in the various countries' institutional funding systems, there are also differences.

5.2.3.1   Institutional funding in the USA

In the USA the funding of community colleges differs from state to state and also according to specific funding formulae (Community College of Philadelphia, 1993:16-27). Cohen and Brawer (1989:127-134) report that the financing of community colleges in the USA comes from tuition fees, local taxes and state revenues.

The state has, up till now, been carrying the major share of the budgetary allocation for community colleges, since the funding of the community colleges was facilitated by an enabling legislation for funding (Act of 1958), which made provision for institutions to operate at low cost to both students and taxpayers (Brint & Karabel, 1989:144-145).

There are four funding patterns which underpin the financing of community colleges in the USA. They include:

□   **A negotiable budget**

This type of budget sets a level of institutional accountability for expenditure on the part of the colleges which are funded by the state. Preliminary negotiations have to take place with the state before any agreement can be reached on possible financing.

□   **The unit-rate formula**

The allocation of state funds to colleges in this method is based on a specific number of dollars per measure. The unit measure may be calculated on the total full-time student equivalent, the number of students in particular programmes, or the credit hours generated, and can even be a combination of such measures.

□   **The minimum foundation plan**

The state grant to individual colleges is determined by a sliding scale which depends on the amount of local tax available to the institution.

◻ The cost-based funding method

College funding is allocated on the basis of actual expenditure, and need to indicate their budgets with regard to instructional materials and other needs. In most cases funding is determined by the classification of programmes into either low cost or high cost. High cost programmes, such as technical training or engineering courses, qualify for a greater state subsidy.

A Multi-component formula consists of a combination of funding methods, which can be used to finance a particular college based on its budgetary needs (cf. Collins et al. 1994:33-37).

Funding of community colleges by the federal government is, however, gradually diminishing. Collins et al. (1994:41) stress that alternative sources of revenue from local sources in particular, have to be found in order to keep community colleges financially viable. Funding priorities are to expand access to community colleges through student financial aid, as well as to favour selected programmes such as job-training and vocational education.

Rising costs, as well as the accompanying decrease in state funding of community colleges, have led to rapid increase in tuition fees (Raby, 1995:13-14). In some instances, as has already been mentioned, funding is based on enrolment figures. A problem with this kind of funding is that enrolments may fluctuate while most general expenditure and maintenance costs remain constant or escalate. In many colleges, efforts are nevertheless made to keep tuition fees charged to students as low and affordable as possible.

There is also adaptability on the part of colleges in response to the present financial constraints. When the income is low, some programmes are cut and in some cases student enrolment is restricted (Cohen & Brawer, 1989:138-146). Streamlined measures are introduced to achieve effective and efficient utilization of finances.

5.2.3.2   Institutional funding in Canada

In Canada the formula funding is one of the preferred forms for financing community colleges. Resources are allocated to colleges based on the value of their programmes and courses, which implies, inter alia, that a college offering more popular programmes will be allocated more funding. Funding is also dependent on the enrolment of students at community colleges. To receive programme funding, colleges have to provide details of programmes offered, such as lists of courses and their duration, the supervised training required per programme or subject, and the number of hours to be spent on each subject (Muller, 1990:35).

Provincial governments have tight control of programmes and curricula at colleges since funding depends on complying with provincial guidelines. This means that fully enrolled programmes are to be assured of long term funding while those which are under-enrolled only receive limited assistance. In exercising further financial control over community colleges, the Finance Ministry classifies programmes into either provincial or local priority. Only programmes which are considered to have national economic or occupational value are funded under the provincial government, while programmes in the local priority category are those deemed important by the local college board members (Muller, 1990: 39).

By way of attaching further conditions to financing, the federal government promulgated the National Training Act of 1982. A prominent characteristic of this Act is the stipulation that the federal government must identify occupations of national interest for special funding. This stipulation requires provinces to closely monitor the allocation of funding to colleges so as to ensure that only courses relating to high demand occupations which are in short supply receive funding. To tighten the purse strings even more, a statutory monitoring body has been established, called the Canadian Occupational Projection System whose primary task is to monitor information on labour markets, advising the federal government on occupational trends accordingly, and determining the extent to which the federal government will fund projects. Community colleges

are expected to lobby support for the funding required (Gallagher & Dennison, 1986:86).

The federal government accepts its share of responsibility in the development of community colleges by indirect funding through a body known as Established Programme Financing, which allocates financial assistance to post-secondary institutions as well as grants for research (Gallagher & Dennison, 1986:183). There is serious concern, however, that due to declining funding from the federal government, the open door policy, which was favourable for the development of community colleges, may become increasingly less effective (Katsimas, 1994:24).

5.2.3.3   Institutional funding in the United Kingdom

The main source of college funds consists of revenue grants from the Further Education Funding Council (FEFC), but colleges also qualify for funds from other public sector sources as well as from private sector capital funding. The FEFC provides budgetary allocations to be used for capital equipment, maintenance and repair work and major capital projects (FEFC, 1995). Colleges wishing to submit proposals for capital project funding first need to ensure that all other possibilities for financing have been identified, considered and explored. To benefit from the former funding, colleges are required to prove that they have investigated whether better value for money would be obtained through the private sector and its participation (Further Education Funding Council, 1995).

A formula funding mechanism for colleges, which is based on weighted student numbers, has been introduced. Since this form of funding links to a predetermined formula, it gives colleges a greater say in their financial administration, despite the strict conditions that have to be met for formula funding. Colleges also receive direct funding from the National Further Funding Council, which is based on curricular options tied to a variety of programmes.

Community colleges are to a great extent administered as corporations, and are consequently given a large degree of autonomy. Rigorous measures are taken to ensure cost-effectiveness through good financial management, including fixed periods set aside for both internal and external financial audits. Colleges also organise seminars on the basics of financial management, where it is stressed that financial control must be entrusted to the hands of able administrators (Reeves, 1995:27-60).

5.2.4   Sources of alternative funding

Two of the tasks of the Further Education Funding Council (FEFC) are to facilitate efficiency in the handling of finances and to help colleges to acquire alternative sources of revenue. The Council has made it obligatory for colleges receiving funding to comply with specified guidelines or to render a specified level of service (Robson & Bailey 1996:1-2).

As a measure to make funding methods more effective, the FEFC has permitted community colleges to generate funds by way of franchising. This encourages colleges to be competitive and consumer-oriented by inviting industry to enter into partnerships with them for the production of selected commodities/products. On the other hand, the college sector appears to be frustrated, owing to the apparent U-turn taken by the British government on the continued funding of Further Education (FE) colleges. The government has indicated that it can no longer finance the additional students recruited over and above the college quotas, even at reduced subsidies. This sudden change has laid a strain on community colleges since they do not possess the financial muscle to retain their extra students (FE Colleges Score but Fail to Win, 1997:11).

5.2.4.1   Privatisation as option

Community colleges have developed marked-related learning packages to meet the needs of various clients. Examples, of such learning packages are courses in women's access, child care and horticulture. These learning packages generate income and also promote the status of the colleges

(Reeves, 1995: 34-35).

The fact that further education colleges are registered as corporations allows them to make use of the opportunities offered by the Private Sector Initiative (PSI) to access private sector investment and management expertise. The PSI is a scheme created to provide private companies, corporations or industries with the expertise necessary for efficient and effective employees. Through this involvement, colleges benefit more effectively and through high-quality, cost-efficient services (Further Education Funding Council, 1995).

5.2.4.2   Income generating schemes

Further education colleges are beginning to reap the benefits for their pursuit of excellence. Colleges with good track records are being targeted for funding by companies which hope to benefit from the pool of trained potential employees for their factories. One instance is New College in the UK which has received funding from the private sector to establish a centre for computer excellence. As a result of this acquisition, New College intends to use its computer facilities to extend its services to both full-time students and working adults on a part-time basis (O'Grady, 1994:7).

Productivity is what has counted most in attracting business and industry to commodities offered by colleges (Wymer, 1996:54). The colleges have also been able to undertake national and overseas projects, provided that the necessary approval by the government has been granted. In this manner community colleges are regarded as agents for economic development (Linden, 1998:20).

Stockport College of Further and Higher Education in the UK is another example of a community which has set the pace for developing industry-oriented programmes. It has established partnership with British Aerospace to develop an on-site Learning and Development Centre, which offers learning to 1 500 employees of this firm. Its programmes are aimed at identifying employee development needs and cost-effective training solutions (Linden,

1998:20).

Bilston Community College in the UK, in contrast, has embarked on offshore projects with the Monstserrat Project being an example of an overseas undertaking. The latter project, undertaken by Bilston Community College in partnership with Wolverhampton Polytechnic, was initiated in 1989 when Hurricane Hugo caused extensive damage to buildings in the Leeward Island (part of the Lasser Antilles in the West Indies). A proposal for reconstruction of the island was submitted to Overseas Development Administration, which supplied funding. An integrated approach was used to reconstruct the island with all amenities such as schools, road and recreational centres (Stephenson, 1993:76).

As government funding to most community colleges in Canada is diminishing, new ways of generating income are sought. Many colleges are engaged in applied research which draws them into the market place, where industry is turning to the colleges in areas such as product development, software design in multimedia, as well as national and international staffing (Robinson, 1996/7:11). In addition, many colleges are undertaking development projects in a number of overseas countries. Russia, India, China and most of recently South Africa, are some of the many countries in which Canadian colleges have established bilateral agreements through the Canadian International Development Agency (CIDA). The purpose of these agreements is to provide the technological expertise of Canada to other countries, which at the same time allow these countries to further benefit by upgrading their technological skills (Task Group on the Internalisation of Colleges and Institutes, 1995:7-34).

5.2.5   Funding based on student enrolment and programmes

The funding of students in the UK is largely similar to that of the USA, and focuses on three stages of the learning programmes followed by individual students, namely entry, on-programme and exit. With this type of funding, colleges receive small grants when students enrol, with portion of the remainder paid when the students have actually commenced the programme

concerned, and the rest of the funding is paid on completion or exit of the programme. The other method used for funding is based on student enrolment. The negative effect of this method of funding is that subsidy will decline as the number of students decreases. On the other hand, a college with a consistent record of a large number of students will receive greater funding (Robson, & Bailey 1996:1-2). This places the obligation of student recruitment on community colleges in order to maintain consistent funding.

In addition, funding is based on consistency of the sum total of students a college is able to keep over the years. As such, this method of funding encourages colleges to introduce more courses in order to attract many students. Thus colleges are influenced to be consumer related (Reeves, 1995:85).

On the other hand, the situation is exacerbated by additional programmes which are established to attract students. The question is: How will FE colleges be able to maintain these programmes in a shrinking financial subsidy? How do colleges recruit students if there is no promise of funding and how will the colleges survive if student numbers are to diminish (FE Colleges Score but Fail to Win, 1997:11)? In the same vein Austin (1994:72) argues that the growth of colleges in terms of student enrolment as well as diversification of programmes which is a criterion for funding, may not be achieved without the necessary improvement in quality.

Funding on a small scale is available for learning support, which is intended to minimise failure rate, and which involves student learning either in small groups or individually. Application for such funding includes a suitable rationale to enable colleges to receive the financial assistance necessary to develop the appropriate programmes. Furthermore, special funding exists for the development of new courses which are aimed at meeting the changing needs of the society but which have to be externally validated before they may be funded (Ware, 1996:61-62).

5.3   ESTABLISHMENT OF COMMUNITY COLLEGES

Certainly a need should exist for the establishment of a community college to ensure that it is socially and economically viable.   Cohen and Brawer (1989:108) state that by 1960, the general governance guidelines for the process of establishing community colleges in the USA required attention to the following aspects, among others:

- general legislative authorisation of the two-year colleges;
- local action by petition, election or action by the local board of control;
- approval by the state agency;
- a needs assessment, as well as budgetary considerations, for the establishment of a college;
- a state or local survey to demonstrate the need for the college;
- a minimum total population of the district;
- a minimum potential college enrolment;
- a minimum population of school age;
- types of educational programmes (curricula) to be offered;
- availability and adequacy of physical facilities;
- compliance with state operating policies; and
- proximity of other institutions.

These factors serve as control measures against the proliferation of colleges that cannot meet the criteria for college establishment, and students as the clients or consumers are therefore protected against those colleges merely intending to divest them of money.

5.4   GOVERNANCE SYSTEMS IN THE COMMUNITY COLLEGES SECTOR

The way in which community colleges are governed determines to a large extent the success of their delivery. Governance directs decision-making, and encompasses aspects of management, leadership and control of the

community colleges system. As a result, the legal proclamations of community colleges delineate all policy matters relating to the rules and functions of statutory and non-statutory bodies. The governance style that the management of a particular college assumes may be described in terms of a governance system.

5.4.1   A centralised governance system

A centralised governance system, like in the case of the USA, has the advantage of a common policy on administration procedures, and finance, without unnecessary duplication. On the other hand, centralised governance systems is likely to restrict flexibility and innovation since prior approval is required for most management decisions.

5.4.2   A combined governance system

Canada exhibits a complex combination of national and provincial powers with regard to the governance of community colleges. Provincial factors, however, shape the character of community colleges, since community colleges differ from province to province with regard to governance structures.

To a large extent the Canadian constitution assigns responsibility for education to the provinces, which means that the federal government, as in the UK, has less control of education than in the USA. Independent boards are the bodies which manage affairs of colleges, and set the standards which relate to accountability, efficiency and cost-effectiveness, visions and missions of colleges.

Canadian community colleges generally operate under a combination of decentralised and centralised governance. The centralised control applies to major policy issues with regard to budget allocation, programme implementation and the development of human resources. This gives little scope of flexibility to college operations in the areas of physical and human resources (Dennison & Behnke, 1993:246).

74

Close cooperation has been established between provincial and federal government in order to ensure the relevance of education in Canadian colleges. For the same purpose, the provincial government liaises also with the Canada Manpower Division. The function is to review the relevance as well as the usefulness of programmes in the community colleges from time to time and to discontinue courses which have become obsolete and for which there is no demand in the labour market (Gallagher & Dennison, 1986:77).

Provincial governments are responsible for colleges with regard to matters of policy, control and financing. They may also appoint or commission outside bodies, such as councils or commissions, to advise them on policy (Gallagher & Dennison, 1986:183).

The Canadian community college is a semi-autonomous institution, which is largely governed by the independent board that manages the affairs of the college. The board represents the interests of the community in which the college is located. The chief executive officer of the college is the ex officio member of the board (Gallagher & Dennison, 1986:179-185). A measure of institutional autonomy is however, enjoyed in professional matters relating to staffing and curricula.

The College of Applied Arts and Technology (CAATs) in Ontario is an example of community college with effective governance structures in place. Each college has its own board of appointed governors, consisting of twelve volunteers. Further, every programme has an advisory committee of career practitioners appointed by and answerable to, the board. There is also a broader governance body of the colleges in the province, namely the Ontario Council of Regents, which serves the government in an advisory capacity. The most important functions of the Council are to negotiate in collective bargaining for the academic and support staff, and also to thrash out the terms and conditions of employment of administrative staff (Jackson & Moulton, 1993:36).

5.4.3   The UK example of governance

An important milestone in shaping further education in the UK envisaged reforms, is the provision made for transfer of the control of further education from local or regional authorities to the national level. This gives central government the powers to restructure and rationalise education, as well as to introduce level and meaningful reforms (Reeves, 1995:86-96).

British community colleges are to a large extent the responsibility of the local government through the local education authorities. Although they have to comply with the broad policy guidelines of local and senior management teams, they have a measure of independence in determining their own policies. However, the changing economic climate and ever growing global competition has necessitated an increasing role of the central government in shaping the education system. Government policy has fostered economic growth through the Department of Employment by providing opportunities for programmes concerned mainly with youth training and employment, skills training and job creation. Further education colleges have been entrusted with developing programmes which promote these aims, and have also been given powers in determining their own budget allocations (Cantor, 1992:169-178).

5.4.3.1   The role of the Further Education Funding Council

Further education (FE) in Great Britain is administered by two autonomous councils, namely the Further Education Funding Council (FEFC) for England and for Wales. The Secretary of State appoints members to the council, and has to consider people who have the necessary experience or have shown capacity in any position of responsibility for the provision of further education. In addition, they consider people who have the necessary experience, and knowledge in industrial, commercial, financial matters or practice of any profession (Further & Higher Education Act, 1992).

5.4.3.2   Functions of the Further Education Funding Council (FEFC)

The FEFC has the following functions to fulfil:

- to provide the Secretary of State with such information and advice in relation to the provision of further education for the population of their area as s(he) may from time to time require, and

- to provide the Secretary with such information or advice relating to provision of further education as they deem fit.

The FEFC may provide financial support to the governing body of any institution within the further education sector if the governing body deems it necessary or desirable for the purpose of the provision of further education (Further & Higher Education Act, 1992).

5.5   INSTITUTIONAL GOVERNANCE MODELS OF COMMUNITY COLLEGES

It is important that each community college will be governed on institutional level according to the unique characteristics and needs of that institution. It is furthermore important that all members of staff will experience that their inputs are highly validated and important. In the following paragraphs the unique features of the said countries' institutional governance models are discussed.

5.5.1   United States of America

Mechanisms are in place at a number of community colleges in the USA to ensure that there are effective and efficient governance structures. The Report of the Commission on the Future of the University of Kentucky Community College (1989:18) points out that governance structures enable the colleges to administer fiscal and personnel resources, to make provision for strategic planning and assessment, and to develop and provide for programmes related to the needs of the community. To achieve these goals, four types of governance models in the USA community colleges system exist.

□ Bureaucratic model

It operates according to fixed rules with defined patterns of activity outlined by legislation and policy decisions. The organisation is to a large extent inflexible,

with emphasis on the coordination of various hierarchical levels (Richardson, Blocker & Bender, 1994:94-95).

❑ **Institutional model**

It is determined by authority delegated from the top to the bottom, which wields most of the powers.

❑ **Political model**

Stakeholder groups such as students, faculty, administrators and trustees, each with its own interests, are reflected in this model. This model often presents a challenge in that each group has an agenda, which may be in conflict with that of others.

❑ **Collegial model**

It is characterised by decentralised authority and is based on group processes. The position of professional staff and students is elevated in this model, since they have equal say in college governance (Cohen & Brawer, 1989:93-94). Each facet of management shares particular responsibilities in an equitable manner. Furthermore, the board has more authority than the rector/president because decisions are taken on consensus or on majority basis.

5.5.2 Canada

There is public support for a participatory management style which involves both students and staff, and which allows the delegation of responsibilities to sub-committees established to deal with certain specialised activities. This change in management style has brought forth a governance model which moves beyond the institutional values of the past (compliance, control and loyalty) to institutional values of the future: trust, participation, creativity, improved client service and student success (Jackson & Moulton, 1993:36-37). This move away from the former top-down approach to an effective bottom-up, develops a sense of belonging and of ownership of the organisation.

The Canadore College serves to illustrate good management styles. The changes which led to the present management style of this college were expressed in the creation of the following committees/task teams:

❑ **Union Management Finance Committee**

This committee represents equal representation from the union and from management, with the primary responsibility to oversee the finances of the college.

❑ **Partners' Forum**

This forum includes deans, directors and senior administrators, and is charged with the responsibility of sharing information and reviewing options for addressing corporate issues.

❑ **Student Success Committee**

This committee consists of representatives from all constituent groups, with the mandate to respond to the high drop-out rate from the college.

❑ **Service Advisory Committee**

The task of this committee is to render advise and services to various groupings and stakeholders regarding the various focus areas of the college (Jackson & Moulton, 1993:36-37).

5.5.3   The United Kingdom

One of the outstanding features of the British community college is the operationalisation of 'Management by objectives'.

Management by objectives occurs when management sets well defined objectives or targets for obtaining specific goals (Ivancevish et al. 1997). It is commonly used in many community colleges in the UK. It offers the advantage of helping to set up clear and measurable objectives, according to which administrative operations are to be undertaken, and it also requires that criteria for competence-based learning approaches be defined (Reeves, 1995:42).

Management by objectives is important for effective implementation of planning which has set targets and deadlines, made projections, and formulated the strategies and processes to bring about desired results.

The Further Education Funding Council plays a role in directing community colleges to achieve management by objectives, since this body requires colleges to draw up strategic plans and circulates a guide or framework for strategic plans to the colleges. This framework makes provision for a mission statement, needs analysis, corporate objectives, plan for staff development, cost management plan and a design for quality assurance. The FEFC, therefore, supplies the strategic framework in which colleges have to indicate in specific terms how they intend to accomplish the objectives which have been outlined in their management plans (Robson, Cox, Bailey & Humphreys, 1996:9).

Models of governance may be exemplified in the structure of governing boards in community colleges. A bureaucratic model may predominate when the authority for decision making is vested in the rector/president while active involvement of stakeholders in management structures is typical of a collegial model. The bureaucratic and political models are the most commonly encountered, but there is a need to introduce the collegial model.

5.6   GOVERNING BOARDS

Cohen and Brawer (1989:110-113) describe the role of a governing board as a bridge between the college and the community. A board consists of about five to nine members, elected for a four-year term from the community in which the college is located. Its major task is to incorporate the educational needs of the community into the college mission, rules and regulations. The board also takes charge of college affairs involving issues such as governance, policy, finances and staffing.

The responsibility and accountability of the governing body in the UK is largely entrusted to the chief executive who is expected to ensure that the aims and objectives of the college are achieved and who takes charge of the of day-to-day issues of the college. S(he) is expected to steer the college to success and to ensure that the aims and objectives of the college are achieved. S(he) determines the overall performance of the college and plays a key role in its success or failure. The daily management of the college is entrusted to the academic board, comprising the principal, vice- principals, the heads of departments, the chief administrative officer, the college librarian and six other instructors elected by the staff. The academic activities of the college are also administered by the academic board, which advises the chief executive on academic work (Reeves, 1995:68).

5.6.1 Structure of governing bodies

Most community colleges In the USA are organised within single districts. In this case a board of trustees is appointed by the local authority or by the federal government, with a view to establishing policy for the institution. In the larger colleges, a chief executive officer is also appointed to assist the superintendents. There are in addition, deans of divisions or heads of departments to manage special operations such as enterprises or information services (Cohen & Brawer, 1989:96). There are also multi-unit districts, which are complex structures and more formalised than single districts. These apply when a college establishes a branch campus, until the growth of the branch merits its own independent administration.

In the UK governing bodies consist mainly of persons from the business community, who serve on the body, not as representatives of their organisations, but in their individual capacities. The governing body is responsible for the overall management of the college, and has its functions defined and protected by legislation. It is expected to act reasonably and take appropriate decisions on college matters in line with common justice (Shattock, 1994:13).

The governing bodies of community colleges in the United Kingdom have been instrumental in setting up various sub-committees in order to streamline levels of accountability. These moves have significantly increased efficiency and effectiveness in the management of community colleges. The running of day-to-day activities of the college is, however, still the responsibility of the college staff, headed by the chief executive officer. The further Education Funding Council, as mentioned earlier, is a body established to provide policy guidelines with regard to further education, and which is also responsible for monitoring the progress of community colleges. On the other hand, there is a growing awareness that education is eventually a public responsibility. As a result, there is a need to establish partnerships with community structures, such as the business sector, for the governance of community colleges.

5.7   THE ROLE OF COMMITTEES AND ADVISORY BOARDS

In addition to the governing bodies, special assigned committees and advisory boards have been established in the USA to help community colleges with policy formulation and implementation, as well as to cater for various institutional needs. Some such examples are the committees for academic affairs, for curriculum affairs, and for student affairs (Community College of Philadelphia, 1993:47). Riggs and Akor (1993:57-75) point out the importance of the strategic planning undertaken by the various committees in shaping the vision of community colleges, and in helping with development projections to facilitate institutional growth.

Local advisory committees have been formed to keep community colleges abreast of societal developments and changes in labour markets and economic trends. The members of committees largely consist of representatives of the business sector, who supply effective advice on relevant programmes, as well as assistance with the analysis of projections and surveys of local economic needs (Brint & Karabel, 1989:175). The committees are instrumental in the

designing of curricula, and also provide technical advice on matters linked to technology.

5.8 THE ROLE OF RECTORS/PRINCIPALS IN THE GOVERNING OF COMMUNITY COLLEGES

The rector/principal or president serves on the governing board as the most senior person in the college management hierarchy and acts as spokesperson for the college. Duties of the rector include, inter alia, general administrative functions and periodic meetings with the board of trustees or governing council, the heads of departments and other state agencies. S(he) also has the responsibility of making decision on staff recruitment and selection; carrying out public relations exercises; and overseeing fundraising. Presidents are generally experts in various fields, who are progressive in outlook and do much to act as agents of change by promoting the ideals of community colleges. The extensive powers given to them as members of the governing boards give them the added clout to effect the necessary changes (Brint & Karabel, 1989:167). The rector/president of an institution is assisted by specific structures in the college, such as faculty deans who constitute the senate which consists of the faculty deans.

5.9 THE ROLE OF DEANS OF FACULTIES IN THE GOVERNING OF COMMUNITY COLLEGES

The college possesses deans of faculties, who are usually in charge of planning and supervising, since the rector may delegate most of his/ her functions to this middle management echelons. The academic programmes organised around a cluster of academic disciplines or related teaching fields, are generally provided through the departmental heads or deans of divisions. Academic matters related to recruitment, curricular issues, and students needs are initially discussed at departmental meetings, which serve as miniature governing units within the larger college structure (Cohen & Brawer, 1989:115).

5.10   SUMMARY

Financing is obviously a cardinal factor in ensuring the success of community college operations. The financing of these colleges in USA, Canada and UK has resulted in the increase of further education provision as well as enhancing quality of education. The state has remained the main source of funding, but diminishing state contribution has caused community colleges to seek alternative sources of funding. Dependence on state coffers has been reduced by college initiatives to raise funds as well as by collaboration with industry in profit making ventures. It has also become incumbent on colleges to set up effective financial management procedures to satisfy the increasing need for financial accountability and for cost-effectiveness.

On the other hand, without the development of the efficient and effective governance structures, community colleges cannot be steered to success. Sound management plans, effective leadership, and participatory management styles which feature in the USA, Canada, and UK serve as a precondition for efficient and effective governance of community colleges.

This chapter has dealt with the international development of community colleges, and it is now necessary to review South African initiatives with regard to these colleges. The development of policy certainly set parameters for the establishment and development of community colleges, while the implementation of policy is a priority.

HISTORICAL DEVELOPMENT OF COMMUNITY COLLEGES IN SOUTH AFRICA

6.1 INTRODUCTION

South Africa is at the threshold of developing its further education sector which is juxtaposed between higher and general or basic education. Criticism against the previous further and higher education system is that it was too academic, too rigid, lacking practical orientation, and unsuited to labour market needs. The restructuring of South African higher education curricula is also an attempt to address the inequalities of the past and to provide education and training to those who, previously, were denied access to quality education. Therefore, the hope is expressed that the future further education and training sector will play a pivotal role in the reconstruction and development of South African communities.

6.2 COMMUNITY COLLEGES WITHIN A SOUTH AFRICAN FURTHER EDUCATION AND TRAINING CONTEXT

In the South African context the term community college is understood to refer to public institutions offering a comprehensive mix of courses ranging in focus from early childhood development, adult basic education, secondary education, technical and vocational education to community education offered to learners beyond the age of compulsory schooling. The mix of courses within the Further

Education and Training band may include certain courses in the area of higher education, but the band as a whole falls below the territory of higher education.

The concept community college has often been misunderstood as the most appropriate term to describe institutions which provide further education. The terminology for such places will, however, differ from country to country, as it became clear in the literature review. The institutions which have offered education at this level in South Africa until now have mainly been technical colleges. This term, therefore, excludes other bodies such as the non-governmental organisations which have offered education of this type. The Education White Paper 4 (1998) describes all these centres/places as further education and training institutions. In this study the term community college was deliberately used for such institutions, since they signal the plan of the present government to put communities at the forefront of development. The community colleges are particularly relevant since they return the right to communities to take ownership of their education as opposed to the past when the state determined the right to learn.

Further education and training institutions are perceived as community colleges, which are therefore viewed as the precursors of a further education and training sector. Furthermore, an institution offering a mix of courses or learner programmes between Levels 2 and 4, especially from school Grades 8 to 12 of the National Qualifications Framework (NQF) can apply to be recognised as a further education and training institution.

Figure 6.1: Proposed structure of the NQF

School Grades	NQF Level	BAND	Types of Qualifications & Certificates
	8	HIGHER	Doctorates
	7	EDUCATION	Further research degrees
	6	AND	
	5	TRAINING	
		BAND	Degrees, Diplomas & Certificates
BAND			
12	4	FURTHER	
11	3	EDUCATION AND	Schools/Colleges/NGOs Training Cetificates, Mix of Units
10	2	TRAINING BAND	Schools/Colleges/NGOs Training Cetificates, Mix of Units Schools, Colleges/NGOs Training Certificates, Mix of Units
BAND			
9	1	GENERAL	ABET4
8		EDUCATION	Senior Phase ABET 3
7		AND	Intermediate Phase ABET 2
6		TRAINING BAND	Pre-school Phase ABET 1
5			
4			
3			
2			
1			
R			

NQF= National Qualification Framework

ABET= Adult Basic Education and Training

NGO= Non-governmental organisation

(Adapted from Curriculum: Lifelong Learning for the 21st Century, 1997)

Lategan (1998:61-62) confirms the above perspective in proposing that community colleges in South Africa should become part of a collegiate system in post-compulsory education and that their programmes should be in alignment with regional developmental needs. As in the USA, Canada and the

UK, regional needs would then shape the nature of community colleges. He continues by saying that community college programmes must be given the scope for effective utilisation of existing regional resources and facilities such as teacher colleges, nursing colleges, agricultural colleges, and secondary schools.

The latter colleges have been, up to now, operating as separate entities with little articulation between them. This has marked cost implications, for each sector, whether, for example, agriculture or nursing, its own physical facilities, may in fact be under-utilised. The proposed new approach to community colleges should enable students to take theoretical courses in, say, agriculture or nursing on the same college campus, and do only their practical courses in institutions with specialised facilities. This will allow considerable improvement in the use of physical and human resources, as the present number of colleges will be reduced and the staff effectively utilised.

The period after the inauguration of the new government will be remembered as the time in which various policy documents for the restructuring of South African higher education were drafted. The FET sector is no exception.

6.3   POLICY INITIATIVES

A number of forums were created for policy deliberations at regional, provincial and national level with regard to community colleges. These policy initiatives have been spearheaded by the Tertiary Education Programme Support (TEPS) and the National Institute for Community Education (NICE). The national Ministry of Education has shown keen interest in the formulation of policy for a further education and training sector by establishing the National Committee for Further Education and Training (Strydom, 1996:126-130). This has created impetus to make progress from policy framework to policy implementation.

The vigorous campaigns for the establishment of the further education sector as an interface between general and higher education bore fruit when the then

national Minister of Education, Prof. Sibusiso Bengu, appointed the National Committee on Further Education (NCFE) on 18 September 1996. The Minister also appointed a reference group for further education and training, which comprised provincial representatives of various stakeholders groups, and whose main objective was to ensure that the NCFE kept to its mandate.

The mandate of the NCFE, composed of experts in further education, was to provide the Minister with a research report outlining the basis, as well as the content for further education and training. The Report of the National Committee on Further Education (1997) was well received by broad stakeholders. However, despite warm acceptance of the report there was also criticism of its lack of focus in some areas, its verbosity and certain recommendations which were allegedly not well stated. This report led to the presentation of the Green Paper on Further Education and Training (April 1998). The Green Paper improved on irrelevant information contained in the initial report, and set the tone for policy formulation in the form of the Education White Paper 4.

Subsequent to the Green Paper on Further Education and Training was the Further Education and Training Bill (May 1998). It was viewed by some as disappointing. It left out a large number of the recommendations of the Report of the National Committee on Further Education and it was simply seen as a Bill for technical colleges, thus lacking the transformative value which education sought. The Education White Paper 4 (1998), however, accurately captured the sentiments of the broad stakeholders, and is regarded by many as a product of the people' struggle.

A milestone in the development of South African further education in general and of community colleges in particular, is the decision that further education will in future be underpinned by an integrated approach to education and training. The South African Qualifications Authority (SAQA) through the National Qualification Framework (NQF) is to ensure equal national accreditation of courses offered by a variety of providers, as well as practical

skills or level of experience achieved within NQF levels 2 to 4. The advantage lies in a co-ordinated approach to the planning of the further education band, which will also facilitate better cooperation between community colleges as part of further education, on the one hand, and between universities and technikons as part of higher education on the other hand (cf. Strydom, Bitzer & Lategan, 1995:52).

Hereafter, it was furthermore proposed that a coherent strategy should be developed to translate policy initiatives into practice. During 1999 the National Department of Education identified the following areas as priorities:

□ The setting up of governance structures in terms of the Further Education Training (FET) Act;

□ The determination of national guidelines for the design of learning programmes, qualifications, institutional re-organisation, funding, quality assurance, and the establishment of relevant agencies for accreditation in the FET sector;

□ The setting up of a national system and infrastructure for information management;

□ The establishment of criteria for the recognition and registration of private FET institutions; and

□ The determination of national guidelines for the provision of programmes for the education, training and development of educators (National Strategy for Further Education and Training, 1999).

The above mentioned policy initiatives represent impressive strides in policy formulation with regard to further education and training. Nevertheless, it remains to be seen whether these initiatives will achieve the proposed outcomes and expectations. If community colleges are to accelerate change for the better, however, they must be supported by principles which facilitate the desired changes.

6.4   PRINCIPLES UNDERPINNING COMMUNITY COLLEGES IN SOUTH AFRICA

Conference reports on community colleges in South Africa (e.g. National Consultative Conference on Community Colleges, 1996; Community Education in South Africa: Conference Report, 1995; Seminar on the University and Community College, 1995 and A Framework for the Provision of Adult Basic and Further Education and Training: NICE Report, 1995) underline the need for community colleges in South Africa to respond to the following social values and principles:

- *Open access* - Implying that all barriers in admission of learners should be removed.

- *Democratic governance* - The form of governance in community colleges should be shaped and developed by broad stakeholder participation. It is argued that only then will participants take ownership of the process.

- *Flexible scheduling* - Programmes in community colleges should be flexible to accommodate the different schedules of possible learners (e.g., both day and evening classes which can be held at venues wherever space is available, such as community halls, churches and classrooms in schools).

- *Single colleges with a multi-campus college district* – It is proposed that a college should have satellite colleges, or branch campuses, and community learning centres located in its vicinity or/and within/across a district wherever the need exists.

- *Student support services* are aimed at providing a variety of courses, such as (academic) writing skills, study skills and counselling services, in order to facilitate effective learning and to help learners to overcome academic problems.

- *Curriculum comprehensiveness* - Provision of a variety of courses in order to afford a broader choice of subjects and career paths (National Consultative Conference on Community Colleges, 1996:2-4).

In addition, the National Consultative Conference on Community Colleges (1996:4) proposes that community colleges should furthermore be guided by the following principles:

□ **Development**

The type of education and training provided at community colleges should be geared towards a holistic approach to student development.

□ **Transfer/Articulation**

Courses provided at community colleges should have the potential to be transferable to other colleges which offer courses at the same level or grade, and should serve as foundation for further study.

□ **Vocationalisation**

Courses offered at community colleges should have entrepreneurial content in order to develop both vocational skills and skills to create one's own income.

□ **Equity, democracy and fairness**

The majority of South African learners in the FET sector consist of those who were educationally disadvantaged under the previous dispensation. It is therefor imperative that ample opportunities should be provided for the purpose of redressing existing inequalities in the provision of education.

South Africa has experienced a past in which the right of choice of expression and the right to learn were deliberately curtailed through the apartheid laws. There is a need for democratic process wherein every citizen's rights are protected by law regardless of class and race.

The substitution of openness, accountability and well directed educational aims will promote responsibility and a sense of ownership. This also calls for fairness with regard to both distribution of educational resource for human development (cf. Zuma, 1995:130-131).

It is vital that these principles will be reflected and managed within community colleges.

6.5   GOVERNANCE OF SOUTH AFRICAN COMMUNITY COLLEGES

The governance of educational institutions has hitherto been a contested and explosive area of discussion. In the past there was a centralised governance system of institutions of learning, which meant lack of autonomy and little participation by community structures. Those who served on the then governing councils of schools and colleges were usually co-opted because of their usefulness in the maintenance of the status quo. The coming to power of the new government in 1994 brought the concept of democratisation. A growing need arose in institutions of learning for democratisation, as well as ownership of these learning centres, which was followed by the devolution of power to these institutions and the involvement of stakeholders.

The governance structure which is presented in the Education White Paper 4 on Further Education and Training (1998), is based on devolution of power from the national to provincial government, then to regional sub-structure, and from local to institutional authority. The national Department of Education is responsible for policy formulation with regard to FET, while the provinces are tasked with the implementation of policies. The communities in which institutions of the further education and training (FET) sector will be established, will assume ownership of these institutions. To a large extent the governance of further education institutions will be provincially based, while the role of the national coordinating structure will be mainly of an advisory nature.

The Education White Paper 4 also presents the concurrent model of governance, which will play a key role in the governance of community colleges. This model stipulates that at a national level FET will be coordinated by two structures. The first structure or tier will be formed by the national Department of Education and the national Department of Labour as well as other national stakeholders such as the organised business sector, civic

associations and youth organisations. The provincial departments of education will form the second tier, and there will be a consultative network between the two structures with regard to policy matters. The national stakeholders' first tier will constitute the National Board for Further Education and Training (NBFET), while stakeholders from the provinces second tier will comprise the Provincial Board for Further Education and Training (PBFET).

At local level, FET institutions will be governed by properly and democratically elected governing councils, the composition of which should reflect important or major stakeholders in the vicinity or area. The role of stakeholders or community representatives in community college governance must ensure that the whole process is community-driven and enjoys a high level of community ownership (cf. Venter, 1996:17).

Apart from governance sound policies on the financing of community colleges are imperative.

6.6   FINANCING OF COMMUNITY COLLEGES

The ever increasing investment in education underscores significance of education to the community. The compromising of academic standards, whether due to internal or external factors in an educational situation, is not to be accepted. Keen interest is being shown in quality institutions and quality programmes. However, without a well planned and coordinated financial system, as well as effective governance structures, there will be little chance of success in community colleges.

The Report of the National Committee on FET (1997:130-167) puts forward policy proposals with regard to the further education and training sector. It suggests that the government, through the national Department of Education, must take the primary responsibility for the funding of this sector. It is envisaged, however, that the private sector will play an important role in funding, and payment of user fees is suggested as an additional source of

revenue. The report tables different formula options in the funding of further education and training sector, with the overarching consideration being redress and leveling the playing fields with regard to existing inequalities in the provision of education. There should, therefore, be earmarked funding for this purpose, and in the same vein there is a strong rationale for national loan schemes for students, since these would do much to afford opportunities to the many learners who cannot meet financial commitments due to poverty.

Zuma (1995:17) is of the opinion that the financing of community colleges should be based on the following budgetary categories:

□ Staffing requirements;

□ Student services;

□ Academic support;

□ Administration including consumable commodities;

□ Marketing and public relations;

□ Building programmes;

□ Maintenance;

□ Staff development;

□ Media resources; and

□ Furniture and equipment.

6.7 PROPOSED CURRICULUM FOR COMMUNITY COLLEGES IN SOUTH AFRICA

Much can be learned from the curricula and programmes offered at community colleges in the USA, Canada and the UK; however cognizance should be taken of the unique South African needs and characteristics when the curricula and programmes are planned.

6.7.1 An outcomes-based approach to further education and training

Developments in South Africa's education system, such as advocacy for an outcomes based education system, have been influenced by international

trends. Outcomes based education (OBE) appears to hold the promise of part of a solution to the rampant educational problems in South Africa and views learners as individuals, capable of creating their own learning environment.

This approach represents a paradigm shift away from the present input-based model, which revolves around learning content at the expense of the learners. Since outcomes based education is learner-centred, lecturers/instructors do not occupy central roles, and moreover, the use of formative evaluation outweighs that of summative evaluation. Instructors are not considered as sole custodians of knowledge in the learning situation, but as facilitators to promote meaningful learning. Outcomes based education does not rely on examination as the major criterion for determining learner success, but also takes practice and experience into consideration (Lubisi, Wedekind, Parker & Gulting, 1997:1-8).

It would be unrealistic to expect outcomes based education to be a panacea to an education system with lengthy mismanagement and ineffective planning behind it. It needs to be pointed out, that unless high quality pre-service and in-service education for instructors are put in place, OBE will simply be a fine philosophy that is impracticable in the South African context. Intensive research needs to be undertaken to investigate the merits and demerits of outcomes based education before embarking on possibly a costly national project which may not measure up to its ideals (Garson, 1999:34).

Current indicators are however, that curriculum innovations are well meaning and will place South Africa on the competitive international platform for quality assurance. This development could, however, have little impact if effective student support programmes are not put in place.

6.7.2   Latest trends and developments in programme planning

Makhene (1995:36) states that the programmes offered by community colleges in South Africa will have to be evaluated in terms of the quest for meaningful innovations. Programmes which are designed for community colleges should, however, not only be innovative, but also meet standards of quality. The Report

of the National Committee on Further Education (1997:35-37) proposes that three main types of programmes should be offered at community colleges. They comprise the following:

❑ *General education programmes,* which is supposed to include a high proportion of generic skills meant for the general development of the individual.

❑ *Vocational education and training programmes,* which should be in line with labour market needs, and providing the individual with entrepreneurial or occupationally directed skills. In order to offer a balanced programme, both theory and practice must be emphasised.

❑ *Community and personal development programmes* directed at equipping the individual with personal development skills, as well as the knowledge and skills necessary for community development, for example, good citizenship, goal-setting, sexuality, conflict management skills, Acquired Immune Deficiency Syndrome (AIDS) awareness and other health hazards, institutional development and capacity building of community structures.

In addition, the structure of the Further Education and Training qualification framework proposes the following three categories of courses:

❑ *Fundamental courses* (Courses considered essential in laying the foundation for further study and lifelong learning, such as mathematics and communication studies).

❑ *Core courses* (Sets of courses which are compulsory for particular career streams).

❑ *Elective courses* (Additional courses which are necessary for the completion of a qualification, and which are chosen from a set of options).

A particular qualification requires, for example, fundamental and core courses,

which are compulsory, and a number of elective courses from which students can choose (Report of the National Committee on Further Education, 1997:40-50).

In order to bring about the envisaged curricular innovations within the further and higher education sector, the National Department of Education has outlined a short-term plan, called the Review and Modernisation Strategy. The outline of the plan involves the following:

❑ Learning outcomes to be achieved at grade 12;

❑ Pedagogic vision (the teaching and learning intended to enhance learning performance);

❑ The capacity (human and physical resources) required to achieve the pedagogic vision;

❑ Involvement of stakeholders in review and modernisation of the curricular process;

❑ Expertise required for the review and modernisation process; and

❑ The way in which the review and modernisation process will be monitored and evaluated (Review and Modernisation of FET Programmes, 1999).

The proposed FET structure as prescribed by the requirements of the NQF and as indicated in Figure 6.1, is underpinned with an outcomes based approach to education and training.

To enhance the participation of all South African citizens, the rethinking of access policies is vital. Programmes will, however, be unsuccessful if not accompanied by effective student support programmes.

6.8   ACCESS AND STUDENT SUPPORT

The attainment of access and redress needs to be built into the FET band. It should be recognised that the present education system is rooted in the inconsistencies and distortions of the past, which prevented the majority of students from acquiring proper education. The new education system is

therefore underpinned by deliberate moves to increase student access to community colleges (Rensburg, 1996:4-6). .

The recognition and assessment of prior learning are important considerations with respect to the above. Flexible entry requirements are envisaged, with different entry requirements for various programmes. Emphasis is laid on the importance of articulation between different programmes and courses which are within, below and above the FET band (Report of the National Committee on Further Education, 1997:40-50).

However, access without effective student support services in place will not be successful as students from disadvantaged communities are in need for academic support. Student support programmes are intended to help ensure student success in the teaching and learning environment. No matter how well designed curricular programmes may be, if there are no institutional support programmes for students in community colleges, learning may turn out to be merely an expensive exercise.

Zuma (1995) stresses that every community college should be in a position to offer the following student support services:

❑ A learning resource centre including media/technological support services;

❑ Career and counselling services, provided by qualified counsellors and advisors;

❑ Child care services, with a child care centre in close proximity to the community college;

❑ Administrative staff to keep records of students and their progress;

❑ Bursary loan schemes for students; and

❑ Academic support to distance education students.

The Report of the National Committee on Further Education (1997:56-60) emphasises that specialised support must be provided for learners with learning disabilities, as well as highlighting a need for a concerted effort in the

provision of education to women, especially those living in rural areas and who have hitherto been deprived of learning opportunities.

Academic support should not be offered at piecemeal but based on sound planning and proper training of those involved in support programmes. Senior students and others with excellent academic records could be involved to facilitate peer learning, providing motivation to less experienced students, as well as helping them with their academic work to some extent.

Education that is not accompanied by a programme for organisational and human resources development specifically, will be less effective. It is therefore vital for the personnel of community colleges to participate periodically in staff development programmes in order to enable them to meet expectations.

6.9   ORGANISATIONAL   DEVELOPMENT   IN   COMMUNITY COLLEGES

The human potential of all population groups in South Africa has not been developed to any degree that enables its workforce to be productive, competitive and assertive as measured against world standards. This lack of development is worse with regard to the black population, which comprises the direct victims of the legacy of apartheid education (cf. National Consultative Conference, 1996). The challenge for the new government is to reconstruct and develop the South African society, in order to restore human dignity and harness available resources to the advantage of all South Africans (Reconstruction and Development Programme, 1994).

There is a growing need in South Africa for competent and skilled personnel. In response, measures such as the Skills Strategy Act, have been devised to equip the labour force with the necessary skills. Community colleges could be ideal centres for the training and retraining of students and workers. There is also an increasing demand for quality, both in education and in the workplace. The attainment of quality is, however, largely dependent on staff who will be

instrumental in quality provision through their competences. This makes it imperative that the staff complement at the present colleges offering further education and training, undergoes retraining in order to be better prepared for the new ethos and philosophy of community colleges (cf. Marumo,1996:10 - 11).

The thrust of current government policies is to develop self-sufficient, self-respecting and resourceful citizens, who are capable of generating or initiating their own development. Policies and campaigns intended to develop human resources include the following:

❑ The **Letsema** campaign which was initiated by the premier, Mathole Motshega, in Gauteng province, is based on the philosophy of 'helpmekaar' (helping one another). Adults who have worked hard to achieve success in their vocations/jobs are to serve as role models, and help motivate the youth to assert themselves in learning and also in acquiring skills in order to be able to fend for themselves in life.

❑ The **Masakhane** campaign which is a national campaign aimed at motivating   communities to undertake responsibility for their own development.

❑ The **Growth Employment and Redistribution Policy (GEAR)**, which is a macro-economic framework based on job creation and stimulating productivity in the labour market.

❑ **The Skills Development Act** (1998) which aims at developing the skills of the country's people with particular attention to skills required by industry.

❑ **The National Youth Policy** (1997), which has the purpose of encouraging the youth to take charge of their own development. This policy welcomes any initiative by industry, communities and community colleges to provide programmes to benefit youth, particularly with regard to job creation.

Academic development as part of human resources development, should incorporate programmes that target both teachers and students. Bitzer

(1995:70) warns that any development which focuses on the instructor without regard to the student or vice versa is bound to fail. Zuma (1995:16) suggests that provision should be made for the development of the following members of staff:

❑ Core full time faculty;

❑ Part-time faculty; and

❑ Contracted staff from non-governmental organisations (NGOs).

Part-time faculty could be drawn from higher education institutions as well as from the business sector. At the same time, competent staff could be recruited on a contract basis from a number of NGOs which have a wealth of experiences in community education.

Quality assurance is considered to be a dominant feature of FET, through the setting of effective procedures in the designing of learning material and programmes on the one hand, and of human resources development on the other. There is expectation that institutions of learning must be able to deliver, with output to a large extent measured by student achievement. Excellent achievement cannot be realised, however, unless there is a commitment to quality assurance.

6.10   QUALITY ASSURANCE IN THE SOUTH AFRICAN FET SECTOR

The education provided at community colleges should not be viewed as being of inferior quality. The broadening of access and toppling barriers to learning may be perceived as implying 'easy' education even while efforts and deliberations to make education accessible to the majority of learners are hailed. Increased access to further education and training should not, however, be used as an excuse to produce ill-prepared graduates, particularly in view of the urgent need for skilled personnel.

Community college education should fit the purpose for which it is intended and at the same time provide value for money. It will thus be imperative that the South African Qualifications Authority (SAQA), through its specialist bodies, should monitor the standard of courses at community colleges, and also ensure that the credits earned at different institutions offering the same programmes are of the same value or standard (cf. Noruwana, 1996: 26).

The South African Qualifications Act (1995) stipulates that there will be accrediting body known as Education and Training Quality Assurance, which will be established to monitor quality by:
- Accrediting providers for specific standards or qualifications;
- Promoting quality across all the providers it accredits;
- Monitoring the provision of learning programmes by such providers;
- Evaluating assessment and moderation arrangements across such providers; and
- Taking responsibility for registering learners with appropriate certification with such providers.

The importance of the monitoring process for quality assurance is not only limited to ensuring the quality of learning and teaching programmes, but also involves ensuring that lecturers are engaged in quality promotion and that learners benefit from quality programmes (Procedures for Preliminary Accreditation: Private Higher Education Institutions, 1998).

The following points must be borne in mind for the attainment of quality at community colleges:
- The nature and definition of quality should be communicated to, and understood by, all relevant stakeholders.
- Measures must be taken to ensure that all stakeholders are aware of the necessity for quality, and are in agreement about the ways and means of attaining quality.
- There must be a willingness and determination to build a culture of teaching and learning.

❏ Steps must be taken to encourage team effort to ensure the delivery of quality teaching and learning programmes.

❏ Students must understand the need for quality assurance, and should voluntarily play a pivotal role in the realization of quality.

❏ The vision and mission statements of institutions must evoke a high level of motivation for achievement (Noruwana, 1996: 35-36).

Muller (1996: 87-88) enumerates the direct ways in which institutions can achieve quality in the FET sector:

❏ **An Institutional audit**

Institutions should undergo external assessment audits of the entire institution to determine the institution's effectiveness. The intention is to identify both strong and weak points, and set out corrective measures for the latter.

❏ **Institutional self evaluation**

Institutions may set up internal monitoring bodies and processes for evaluating the effectiveness of their programmes and personnel. It would be ideal for institutions to establish measurable objectives, as well as check lists for operations, in order to ensure that the institution's mission and vision are achieved. In this case formative, rather than summative, evaluation is preferred.

❏ **Programme accreditation**

There is a need for standard procedures for the accreditation of new programmes by the relevant accrediting bodies, such as SAQA. Furthermore, accreditation should be an ongoing process, in order to allow for upgrading the quality of existing programmes.

With the above mentioned background in mind, it is obvious that it is indeed imperative that an investigation into the possibility of restructuring current further education and training institutions into community colleges should be carried out.

6.11   MERGING OF EXISTING. FURTHER EDUCATION AND TRAINING INSTITUTIONS INTO COMMUNITY COLLEGES

Participants in a number of workshops for community education in South Africa, have argued in favour of merging existing institutions into community colleges. These would include the non-governmental organisations (NGOs) which provide for Adult Basic Education and Training and certain teacher colleges, particularly those which have not been integrated into Higher Education and learning centres. Debates on community education indicate support for an integrated approach to education and training underpinned by a single coordinated Further Education and Training system (National Consultative Conference on Community Colleges, 1996). SAQA will play a major role in shaping this integrated approach through the NQF, which will benchmark the courses provided at this level in relation to the qualifications to be offered.

Keeping the 'community' in community college (1995:8) cautions that even though the argument for merging existing technical colleges into community colleges makes sense, owing to the physical facilities which the colleges already possess, infrastructure must not be the only criterion, since technical colleges could convert into community colleges without significantly going through the process of transforming. Merging of community colleges for the sake of convenience has to be avoided, and there must therefore, be a well meaning transformation agenda in favour of community colleges.

South Africa, has for a long time, had a skewed provision of resources favouring certain sections of the community at the expense of others (Rensburg,1996:24).As a result of apartheid education, technical colleges for Whites in particular were better resourced than those for Blacks with the result that Blacks obtained training for technical education of inferior quality. In striving to achieve equity, it is imperative that the provision of education at technical colleges should not be a preserve of only the few, but should involve ownership by the broader communities. Student access and governance issues

were used in the past to deny Blacks opportunities to study at historically White institutions. These issues must consequently be given attention in the transformation of technical colleges into community colleges and should include relaxing stringent admission requirements.

In highlighting the situation in the previous education dispensation, Kulati (1998:3-4) correctly describes the governance and management structures and systems of the past as characterised by an undemocratic culture and practice, fragmentation, inefficiency and ineffectiveness. The transformation of the historically White institutions must introduce democratic governance structures reflecting inclusion of the various stakeholders from the communities in which these institutions are located. Furthermore, there will be a need to ensure that the newly appointed governing bodies take as their mandates fairness, justice, equal opportunities for learning, and redress for past imbalances. This transformation should not merely be 'papering over the cracks', but must embody radical and noticeable change in the philosophy, mission and purpose of the entire institution, charting a new process, and incorporating specific time-frames.

The merging of the present colleges into community colleges or FET institutions must be driven by willingness to address the glaring gender and racial inequalities in the former. The majority of technical colleges in particular are managed and staffed predominantly by white males, with few employment opportunities made available to females or to Blacks in general. Furthermore, the student intake of these institutions does not match with the country's new philosophy based on multiculturalism or the 'rainbow' nation (Qualitative Review of FET Providers, 1997).

Equally important, concerted efforts must be made to recruit black professional staff as instructors to the formerly white institutions. It holds educational significance for Black students to identify with role models of Black instructors. It also makes sense that the professional staff at institutions of learning should reflect the racial composition of the country in order to give credence to the

idea of a transformed society. An added advantage is that, reciprocally, Whites also come to learn a great deal from black professionals.

These institutions should operate in an environmental climate which favours transformation, not only as a perceived necessity, but also as a goal that must be accomplished. The environmental climate conducive to ideal transformation emanates from a strong community ethos which influences the institution to reflect the philosophy of the community, and to set for itself clear targets and time-frames for transformation. There can be no effective transformation which is not informed by strategic planning, and therefore, there need to be actions to propel the institution in this direction. Thorough planning involving discussions which lead to consensus will bring forth true transformation. Transformation must be derived from internal institutional processes, as opposed to external incentives, such as transformation in order to qualify for state funding, as has been the case with many institutions (Qualitative Review of FET Providers, 1997).

6.11.1   Options for the merging of existing technical colleges into community colleges

Lategan   (1998:63-74) puts forward different options for the conversion of existing technical colleges into community colleges as follows:

6.11.1.1   Conversion of all technical colleges into community colleges

This option would be cost-effective in that the infrastructure for this purpose already exists. Some of the technical colleges could, however, opt to form part of the higher education sector by virtue of offering courses which lie beyond the FET band.

6.11.1.2   Conversion of selected technical and teacher colleges into community colleges

This option would target under-utilised teacher colleges and technical colleges, which would then redirect their missions to reflect community college ideals. This would carry cost implications, particularly with regard to human resources development in order to respond to the needs of community colleges.

6.11.1.3   Creation of new colleges that could share existing facilities

This option would depend to a large extent on the availability of existing educational facilities which could be used as community colleges after normal teaching hours to accommodate community college programmes. The sharing of facilities in this could restrict access to learning, however, and additionally disadvantage the large number of out-of-school youth and unemployed youth desirous of further study.

An urgent aspect of conversion is the development of the capacity of personnel from rationalised institutions for transfer to community colleges. Appropriate training for instructors or the teaching corps must be available, as well as in-service programmes tailored for administrative and managerial staff with a view to increasing productivity. The retraining or reskilling of educators to fit in with the mode of teaching in community colleges is a sine qua non (Report of the National Committee on Further Education, 1997).

6.11.2   Possible problems and concerns in merging

Fielden and Markham (1997) emphasise that merging is not an easy task to accomplish and mention the following possible problems when institutions merge:

❑ A clash of institutional cultures;

❑ Different educational philosophies and priorities;

❑ Disruption of relocation for staff and students;

❑ The poor quality of the junior partner's academic programmes and staff; and

❑ Costs involved in moving house and disruption of personal and academic life.

Above-mentioned authors (1997:2), on the other hand, describe the benefits of merging as follows:

❑ The enhancement of the institutions' academic portfolio;

❑ The delivery of academic quality at the smaller institution;

❑ Culture mix (in the sense of having a staff of different educational philosophies and background which is an enriching experience);

❑ Staff development; and

❑ Improved governance.

Ngara (1998:6-8) points out that the transformation of an institution could occur at the following levels:

❑ The structural level, which refers to the governance of the institution and how the governance structures are being changed; and

❑ The demographic level, which reflects the demographics of the institution with regard to student enrolment and staff composition.

Merging will inevitably have financial implications. Table 6.1 provides an outline of the financial implications of merging.

Table 6.1 Financial implications of merging

AREA	DESCRIPTION
Staff	The harmonisation and levelling up of terms and conditions of service is a long term cost
Staff development	Heavy investment is necessary in this area in order to take advantage of enhancing the entire institutions
Relocation of staff	Relocation of staff
Redundancy costs	Payments to staff in duplicated or superfluous functions who are made redundant.
Administration of IT systems and networks in academic, library and administrative areas	These costs are normally underestimated and involves substantial one-off costs.
Redesign of prospectus and all publicity material	This involves management time and extra costs
Modification and removal expenses	Refers to the modification of buildings
Security costs of empty buildings	This can be a burden to maintain and police buildings containing fitted equipment and furniture.
Management time	Time can never be quantified and is always underestimated.

In addition, Strydom (1999) identified the following areas to take care of in the merging process:

□ Merging should not be viewed as a marriage between equal partners;

□ Geographical location plays a decisive role;

□ Be aware of the tension between change and the status quo;

□ Organisational goals should be viewed to be more important than individual needs; and

❑ More bottom-up decision making processes should be established.

6.11.3   Prerequisites for successful merging

Strydom (1999) has identified the following prerequisites for successful merging:

❑ A shared vision;

❑ A strong commitment to merger by participating institutions and their staffs;

❑ Strong leadership from heads of participating institutions;

❑ A shared view of threat facing the current institutions and/or of shared vision of the future potential benefits from merger;

❑ Wide consultation with staff and their involvement in planning and integration processes;

❑ Transparency in key-decision-making processes;

❑ Guarantees given as soon as possible to staff about security of employment and to continuing students for continuity in courses;

❑ A well thought out plan for merger negotiations and implementation of any merger agreement and speed in achieving the merger once agreement has been reached;

❑ A decision as early as possible about the name of the new institution;

❑ Strong efforts to build a sense of loyalty to the new institution and a common culture;

❑ Clearly defined goals;

❑ Local decision making;

❑ Continuity among partnership personnel;

❑ Systematic communication with all partners and with the community;

❑ Sufficient time for institutional change to occur;

❑ The provision of resources to those whose roles and relationships will change; and

❑ The provision of professional development training.

6.12   SUMMARY

The policy initiatives as described in this chapter, are responsible for the development of South Africa's community college sector and provide the legislative framework within which the colleges will be able to operate. Policy initiatives, if not supported by sound implementation strategies, will, however, fail to bring desirable changes. The implementation strategy for community colleges which the present study intends to devise will achieve a constructive contribution to the realisation of a single, coherent programmatic FET sector.

However, transforming the present technical colleges, as well as declaring some of the present secondary schools as further education and training institutions, is a daunting task. Coupled with transformation is the setting up of the Further Education and Training Boards, both at national and provincial levels, to serve in an advisory capacity. These boards of which much is expected, will play a very important role in consolidating the gains already achieved, and paving the way for a transformed education system.

The study of community colleges would not be complete, however, without referring to the debates which have leveled criticism at community colleges.

CRITICISM AGAINST COMMUNITY COLLEGES

7.1   INTRODUCTION

The literature study provided both international and national perspectives on the community colleges and addressed programmatic issues, areas for organisational development and the financing and governance thereof. However, it seems imperative to briefly reflect now on some of the main criticism against community colleges. There is indeed a continuous debate on the efficacy of community colleges, in general, and in particular instances these colleges are criticised for raising expectations which are not being met. It is not realistic, however, to view community colleges as a panacea for educational ills. Criticism of the missions and programmes of community colleges should not be taken negatively, but instead be seen as a constructive means to improve the quality of further education and training.

7.2   REASONS FOR CRITICISM

In the United States of America not everyone is convinced that the implementation of the community college sector has achieved the expected outcomes. Vaughan (1992:108-109) presents the argument that community colleges have abandoned their mandate as transfer programmes, and are serving as institutions offering predominantly vocational programmes. In addition, very few community college students have been transferred into higher education, particularly to universities. This is perceived as stifling of

significant progress of formerly disadvantaged students by community colleges into higher education. Vaughan further argues that as a result of their shift in emphasis, community colleges have done little to change the status quo of social stratification in that the position of members of the lower socio-economic groups has not improved.

Brint and Karabel (1989: 107-115) also maintain that community college students have been left to grapple with career education instead of being placed into transfer programmes. In the same vein, they go on to say that community colleges have done little to heighten the motivation of the lower socio-economic classes because their dreams of obtaining higher education through community colleges are not realised. They claim further that in most cases community college courses or career programmes are not only terminal, but when the graduating students do not obtain employment, their original situation has not changed, and they remain disillusioned.

Brint and Karabel (1989: 107-115) appear to have neglected the fact that community colleges are institutions of learning in their own right, and, over and above transfer programmes, offer their own programmes which are tailored to meet the needs of intending students. It needs to be emphasised that community colleges provide the opportunity for learning while on the other hand, learning in itself has never actually guaranteed a position in the workplace, but only increases the chances of employment. These colleges have, moreover, never regarded transfer programmes as their main responsibility, they have successfully carried out their mandate of providing a second chance to students whose dreams of work opportunities were not, and are still not, being realised. These authors also seem to have lost sight of the fact that the majority of students at community colleges are not in any way interested in university education. It should also be noted that these students are largely disadvantaged in that they posses weaker academic skills and lower levels of motivation than the four-year college students (Dougherty, 1992:188). On the other hand, different interpretations of success may have contributed to lack of agreement on the achievement levels of these students.

At a community college, success is understood to mean the attainment of a goal, whether personal or work-related, while university success is measured by the completion of a degree (Conklin, 1993: 1-2).

The most salient feature of the community college, namely "open access", can also be referred to as its weakness. Critics of community colleges claim that the principle of providing access to ill-prepared students, who are in no position to gain access to other tertiary institutions, serves to dilute the college programmes, and also lowers entrance standards in order to admit students whose academic performance has been deficient. They go further to state that the collegiate nature of community college is fairly demanding, and requires students to be academically prepared for the various programmes (Rhoads & Valadez, 1996: 35). A reasonable proposition would be instead of these colleges abandoning their educational responsibility of making students achieve scholastic success, and blame students for not being academically suited to learning, they would rather adapt community colleges to cater for the needs of various students (Lyons & Smith, 1990:11-15).

What community college students need are opportunities to sharpen their skills, to experiment and to improve their lot. Indeed through these colleges many students have realised their ambitions, and have achieved qualifications. They talk about their acquired trades with pride, and some are keen to acknowledge that their community college experience has enabled them to succeed in establishing their own businesses, and thereby become self employed (Cantor, 1989: 315-318).

Kempner and Taylor (1993: 415-417) argue that much of the criticism leveled at community colleges is misplaced, since it is rooted in the expectation that community colleges should match higher education institutions in caliber, and deliver accordingly. These authors contend that this criticism focuses exclusively on the class aspect of college enrolment, without taking into consideration the concomitant aspects of age, gender, race and programmes of

study. They call for more research in order to provide a more accurate understanding of community colleges and their students. The type of research needed will expand awareness of the dynamic process of enrolment in community colleges, and counter any simplistic explanations of these complex institutions.

Labour markets are experiencing a severe shortage of trained person-power, to such an extent that traditional institutions are unable to cope with the demand. Community colleges are, therefore, well positioned to expand access to the education which is to usher in a new concept, democratisation of schools", which has now become the hallmark of American education policy (Report on the Future of the University of Kentucky Community College, 1989: 10).

7.3   SUMMARY

A major illusion has been created that education is only successful if it leads to a qualification, such as a diploma or certificate. The goal underpinning education in the broader sense is the provision of learning in order to enable individuals to properly fend for themselves in life.   Criticism of community college ideals should, however, be taken as a challenge which can be used to measure whether community colleges will yield academic success in the future, and whether the expectations of all students can be met.

The next chapter reports on an empirical study on community colleges, with the purpose of providing an implementation plan for such colleges in Gauteng province.   The research methodology includes questionnaires and interviews relating to the establishment and development of community colleges in South Africa. Analysis and interpretation of results are also provided.

AN INVESTIGATION INTO THE DEVELOPMENT OF A FRAMEWORK FOR THE INTEGRATION OF COMMUNITY COLLEGES INTO THE FURTHER EDUCATION AND TRAINING SECTOR IN SOUTH AFRICA

8.1 INTRODUCTION

The preceding chapters provide evidence of the need for the development of community colleges in South Africa. This need should be viewed against the background of an entire society being politically, socially, economically and educationally transformed. In FET discourse, development of the community college sector is high on the agenda. Although various workshops were conducted on how community colleges should be integrated into the FET sector, it is an issue which requires careful planning.

In order to determine how people working in the FET sector perceive the integration of community colleges into a future FET system, an investigation seemed imperative. The aim of this chapter is therefore to provide an analysis of the data gathered from such an investigation.

8.2   THEORETICAL PERSPECTIVES ON THE RESEARCH METHODOLOGY

The two main paradigms that have dominated the educational research scene for the past century were quantitative and qualitative research methodologies. For the purpose of this study the researcher embarked on an integrated research methodology by using both quantitative and qualitative research methods. Robson (1993) expresses the opinion that a research problem can be addressed by more than one method. The use of more than one research method seems to have substantial advantages. One vital advantage of the use of multiple methods is in the reduction of inappropriate certainty. Using a single method and finding a clear-cut result may delude investigators into believing that they have found the correct answer. Using additional methods may point to differing answers which removes specious certainty. The use of multiple methods, also called triangulation, enhances the interpretability of research findings.

8.2.1 Quantitative research

Quantitative research emphasises empirical quantifiable observations which can be analysed by means of mathematical tools. Growing numbers of educational researchers are turning away from the traditional positivistic approach underlying the quantitative paradigm, and are increasingly accepting and using an ethnographic research design incorporating phenomenological or qualitative concepts and techniques (Robson 1993).

8.2.2 Qualitative research

Qualitative research focuses on holistic and qualitative data gathering and interpretation. The increasing interest in the use of qualitative research techniques to a certain extent arose from the realisation that there are fundamental differences between the study of natural objects and human beings, in that the latter themselves interpret situations and give meanings to them. They can therefore not be studied in an objective, 'value-free' way (Fourie, 1996:246).

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

In the study of higher education, however, the qualitative research tradition is not strong, and few studies employing an ethnographic approach to higher education data are found. According to Fourie (1996:246) the reason for the dearth of qualitative research in higher education remains somewhat of a mystery, in view of the fact that higher education organisations "*display many of the characteristics considered particularly appropriate for anthropological fieldwork*". She continues by stating that the characteristics include higher education organisations which are self-contained communities with delimitable boundaries and populations, and with activities that are carried out in a relatively small geographical area which can easily and economically be covered by a single researcher.

8.2.3 Integrated approach

In this study the use of both qualitative and quantitative approaches are employed. The two approaches are used to complement each other and to provide a broader understanding of the research problem. While quantitative methodology heavily relies on figures for analysis of the research problem, quantitative methodology, on the other hand, with its emphasis on the human element will provide additional information which could not be covered by the former approach.

8.3   THE QUESTIONNAIRE AS RESEARCH INSTRUMENT

Questionnaires, used both in qualitative and quantitative research designs, may be answered in either a written form or verbally. They may be either open-ended, allowing respondents to answer in an unrestricted manner, or closed-ended, where respondents choose what they deem as appropriate answers from a given selection (Oppenheim, 1998). An advantage of open-ended questions is the freedom it gives to the respondents. Once they have understood the intent of the question, they can let their thoughts roam freely, unencumbered by a prepared set of replies. Their ideas are obtained in their own language, and expressed spontaneously. Closed questions can be attitudinal as well as factual. They are normally easier to answer and need no writing and the quantification is rather straightforward. They require little time, imply low costs, are easy to process, make group comparisons easy and need less interviewer training. Disadvantages relate to the fact that there might be

bias in answer categories and may irritate respondents.

8.4   THE INTERVIEW AS RESEARCH TOOL

The interview enables the researcher to elicit information from those people who are most knowledgeable about the particular phenomenon or in the specific setting, to focus the investigation towards the central research questions and to gather data in the respondents' own words.   Interviews should preferably be unstructured and open-ended.

Interviews may be either structured, that is, items are prepared beforehand, or unstructured, in which case informal discussion on the research topic takes place. The reasons behind the responses are thereafter identified, analysed and interpreted by the researcher (Swanson, Watkins & Marsick, 1997:96-97). Structured interviews should be avoided as far as possible in favour of unstructured, in-depth interviews (Oppenheim, 1998).

According to Fourie (1996:251-252) the use of interviews in studying higher education institutions has the advantage of providing an opportunity for a *"glance backward as well as forward (speculatively) in time".*

8.5   RELIABILITY AND VALIDITY OF QUESTIONNAIRES

It is extremely important that quality control measures should be applied to give research credibility.   Traditionally the two main mechanisms of quality control in quantitative research have been the canons of reliability and validity.   Whereas reliability refers to the extent to which studies can be replicated, validity is concerned with the accuracy of research finding (Robson, 1993).

8.6   ETHICAL CONSIDERATIONS

According to Huysamen (1994:178) social scientists "do not have a free hand in terms of the research procedures which may be performed".   A researcher should

therefore remember that research participants should be treated with respect, dignity and courtesy.

A letter from the Gauteng Department of Education granting permission to conduct the study is attached as Appendix A. The researcher acknowledged the participants' right to privacy and anonymity.

8.7 RESEARCH DESIGN OF THE QUANTITATIVE INVESTIGATION INTO THE DEVELOPMENT OF COMMUNITY COLLEGES IN SOUTH AFRICA

8.7.1 Pilot study

Questionnaires do not emerge fully-fledged; they have to be created or adapted, fashioned and developed to maturity after many exhaustive attempts. According to Oppenheim (1998) questionnaires have to be composed and tried out, improved and then tried out again, often several times over, until "we are certain that they can do the job for which they are needed". Piloting can help us not only with the wording of questionnaires but also the procedural matters such as the design of a letter of introduction, the ordering of question sequences and the reduction on non-response rates. Dunn (1999:193-195) underscores the importance of piloting by stating that any extra effort thus expended has value in the long run by enhancing both the quality and the validity of the research.

Questionnaires for the pilot study were distributed to persons familiar with FET policy in Gauteng, and with community/technical college matters in particular. Except for a few changes, most participants in the pilot study agreed that the questionnaire was clear and that they knew what was expected from them.

8.7.2 Methods of gathering data

The main method of gathering data used in this part of the research project was closed ended questionnaires (see Appendix B).

121

8.7.3 Selection and sampling of participants

The technical college sector in Gauteng formed the focus of the present research, and all thirty-three technical colleges falling under the control of the Gauteng Department of Education (GDE) were included in the study. In each college, the rector or deputy, one head of department (HOD), one senior lecturer and one member of the student representative council (SRC) completed the closed-ended questionnaire. They form part of the decision-making organ of the college. Members of the management in most instances represent the voice of the college to outside agents, and their views on college development carry a great deal of weight. Students were included in the sample, as the learners are central to the development of community colleges, with their roles being emphasised in the Gauteng College Education and Training Act (of 1998).

Random sampling is an attractive sampling method as it provides each member of the possible research population the same chance of being included in the sample. To do this, a list with the names of all staff and students was compiled and a number attached to each. At each college, it was decided which "number" would be used for the completion of the questionnaire. In doing so, any member of the identified research groups, being an HOD or SRC member, had an equal chance of being chosen to complete a questionnaire.

All respondents completed the same questionnaire in order to enable statistical comparison between the four classes of participants on the major issues regarding college activities. Table 8.1 indicates the various participants in the research project.

Table 8.1: Participants

Participants	Rector/ Deputy rector	HOD	Sen. Lecturer	SRC member	Total (N)
Number	33	33	33	33	132

8.7.4   Response rate

The data shown in Table 8.1 above is based on the total number of thirty-three colleges and thirty-three persons per category of position held. The return rate for the questionnaires was 59.8% (79 questionnaires from a possible 132 were returned).

Table 8.2: Response rates of the various groups of participation

Position			% Response
	N	T	
Rector/Deputy	24	33	72.7
HOD	14	33	42.4
Senior Lecturer	20	33	60.6
SRC Student	21	33	63.6
TOTAL	79	132	59.8

N= Actual number of respondents
T= Possible number of respondents

Owing to the difficulty of getting all the expected selected respondents to complete the questionnaire, 59.8% should be accepted as a reasonable figure upon which to base deductions.

8.7   RESEARCH DESIGN OF THE QUALITATTIVE INVESTIGATION INTO THE DEVELOPMENT OF COMMUNITY COLLEGES IN SOUTH AFRICA

8.8.1   Methods of gathering data

The questions asked open-ended interviews, and respondents were, therefore, free to express unrestrained views on the research topic. In addition, the respondents were free to discuss other issues which they thought were critical to this research (see Appendix C).

8.8.2   Selection of participants

Participants were selected on the basis of their being information-rich persons. Ten

persons who form part of Gauteng Department of Education transversal task team

on further education and training were interviewed. The task team deals with policy

matters and planning for further education and training. These persons each

represent their units/divisions in the task team and they deal directly with FET

matters, whether from the point of policy, partnership, or curriculum. They were each

interviewed individually and their views were recorded in writing as the discussions

continued. After the interview, issues raised were read to them for possible

corrections and they were also given opportunities to raise issues which were not

covered in the interview format.

8.9   FINDINGS FROM THE QUANTITATIVE INVESTIGATION

The responses obtained from the various items in the questionnaire (see Appendix

B) were analysed and are presented in tabular form.

**8.9.1   The role of community colleges in the reconstruction and
development of the South African society (Items A 1, A2, A3, A4
and A5)**

The majority of respondents confirmed the need for the establishment and

development of a community colleges sector. They disagreed that community

colleges have no impact on economic development and that they have little to offer

in the social upliftment of the South African society.

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

Table 8.3: Community colleges have a pivotal role to play in the
reconstruction of the South African society

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	1	1.3	1.3	1.3
	Disagree	2	2.5	2.6	3.9
	Not Sure	5	6.3	6.5	10.4
	Agree	23	29.1	29.9	40.3
Strongly	Agree	46	58.2	59.7	100.0
	Total	77	97.5	100.0	
Missing	System	2	2.5		
Total		79	100.0		

Table 8.3 shows that the majority of participants agreed (29.1%) or strongly agreed (58.2%) that community colleges have a pivotal role to play in the reconstruction of South African society. Table 8.4 and 8.5 show participants' support for social and economic reconstruction of society, a factor which is supported by the literature review (See paragraphs 6.1 and 6.2).

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

Table 8.4: Community colleges have little impact on the economic development of South African society

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	42	53.2	53.8	53.8
	Disagree	21	26.6	26.9	80.7
	Not Sure	6	7.6	7.7	88.4
	Agree	5	6.3	6.4	94.9
Strongly	Agree	4	5.1	5.1	100.0
	Total	78	98.7	100.0	
Missing	System	1	1.3		
Total		79	100.0		

Table 8.4 indicates that the majority of participants disagreed (26.6%) or strongly disagreed (53.2%) that community colleges will have little impact in the economic development of South African society. Emphasis for the establishment and development of community colleges is in fact based on the economic development of the country. This factor is elucidated in the chapter 1. Community colleges also engage (see paragraph 5.2.4.2) in income generating schemes and consequently contribute towards economic development of a country.

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

Table 8.5: Community colleges have little to offer in the social upliftment of society

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	34	43.0	43.6	43.6
	Disagree	28	35.4	35.9	79.5
	Not Sure	5	6.3	6.4	85.9
	Agree	6	7.6	7.7	93.6
Strongly	Agree	5	6.3	6.4	100.0
	Total	78	98.7	100.0	
Missing	System	1	1.3		
Total		79	100.0		

Table 8.5 reveals that the majority of participants (79.5%) disagreed or strongly disagreed that community colleges have little to offer in the social upliftment of the society. In fact part of the missions of community colleges is for the social upliftment of the society (see paragraph 2.3). Poverty is a threat to human survival and community colleges are premised on minimising the effect thereof as well as that of drug abuse.

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

Table 8.6: Community colleges could decrease the rate of joblessness in South Africa

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	2	2.5	2.6	2.6
	Disagree	8	10.1	10.3	12.8
	Not Sure	9	11.4	11.5	24.4
	Agree	34	43.0	43.6	67.9
Strongly	Agree	25	31.6	32.1	100.0
	Total	78	98.7	I100.0	
Missing	System	1	1.3		
Total		79	100.0		

Table 8.6 indicates that the majority (75.7%) of participants agreed that community colleges could decrease the rate of joblessness in South Africa. Decreasing joblessness refers not only to obtaining qualifications that will enhance employability but also to entrepreneurial skills development which will make it possible for one to employ oneself. Hlangeni and Nzimande (paragraph 1.1) highlight the serious lack of entrepreneurial skills in the South African workplace. This has consequently led to the high level of unemployment. It would make sense if community colleges could help in job creation.

Table 8. 7: Labour market consideration is the determining factor for the
establishment of community colleges

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	2	2.5	2.6	2.6
	Disagree	6	7.6	7.8	10.4
	Not Sure	10	12.7	13.0	23.4
	Agree	39	49.4	50.6	74.0
Strongly	Agree	20	25.3	26.0	100.0
	Total	77	97.5	100.0	
Missing	System	2	2.5		
Total		79	100.0		

Table 8.7 indicates that the large majority of participants agreed (50.6%) or strongly agreed (26%) that labour market consideration is the determining factor for the establishment of community colleges. This is in line with national and international trends which increasingly requires a more vocational type of education and training. The USA (paragraph 3.2.1), Canada (paragraph 5.4.2) and in South Africa (paragraph 6.2 and 6.7.2) lay emphasis on the importance of labour market considerations in developing community college programmes.

**8.9.2   The merging of existing teacher colleges into community colleges
(Items A6, A7, A8 and A9)**

Respondents were noncommittal as to whether teacher colleges should be merged into community colleges and whether existing staff at teacher colleges should be employed (or re-employed) in the community colleges. They were, however, in agreement that teacher colleges should not continue with their current functions and that there exists a need for the restructuring of the current college system.

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

***Table 8.8: Utilisation of the existing physical structures at teacher
colleges for community colleges***

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	8	10.1	10.3	10.3
	Disagree	7	8.9	9.0	19.2
	Not Sure	15	19.0	19.2	38.5
	Agree	27	34.2	34.6	73.1
Strongly	Agree	21	26.6	29.9	100.0
	Total	78	98.7	100.0	
Missing	System	1	1.3		
Total		79	100.0		

Table 8.8 displays that the majority of participants agreed (34.6%) or strongly agreed (29.9%) that the existing physical structures at teacher colleges should be used for community colleges. From an economical point of view this is a viable option as most valuable infrastructure exist which can be used for this purpose. This proposition is supported by Lategan (paragraph 6.11.4) that it would be cost-effective if some of the under-utilised teacher colleges could be converted into community colleges.

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

Table 8.9: Existing human resources to be utilised in community colleges

Response		Frequency	%	%	Cumulative %
Valid Strongly	Disagree	8	10.1	10.3	10.3
	Disagree	12	15.2	15.4	25.6
	Not Sure	10	12.7	12.8	38.5
	Agree	36	45.6	46.2	84.6
Strongly	Agree	12	15.2	15.4	100.0
	Total	78	98.7	100.0	
Missing	System	1	1.3		
Total		79	100.0		

Table 8.9 reveals that participants were divided as to whether the human resources employed at the existing teacher colleges should be utilised for community colleges. 61.6% of the respondents support the idea of employing existing staff in the community college sector. The uncertainty that exists regarding this issue might be due to the fact that some respondents were not clear whether teachers could be utilised in community colleges. The fact that the question did not mention the retraining of teachers could explain the different views. Fears that staff from teacher colleges could make them loose their jobs at community colleges could also have contributed to the averagely lower response rate.

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

Table 8.10: Existing teacher colleges should continue with their current functions

Response			Frequency	%	Valid %	Cumulative %
Valid	Strongly	Disagree	35	44.3	46.1	46.1
		Disagree	29	36.7	38.2	84.2
		Not Sure	7	8.9	9.2	93.4
		Agree	4	5.1	5.3	98.7
	Strongly	Agree	1	1.3	1.3	100.0
		Total	76	96.2	100.0	
Missing		System	3	3.8		
Total			79	100.0		

Table 8.10 shows that the large majority of participants disagreed (36.7%) or strongly disagreed (44.3%) that the existing teacher colleges should continue with their current functions. This thinking is in line with national perspectives that South Africa has too many teacher training colleges. This is viewed as a result of the previous fragmented teacher training system which was based on racial grounds. A great need exists for the co-ordination of teacher training. Rationalisation of teacher colleges is intended to provide quality rather than quantity in teacher development. Committee for Teacher Education Policy (COTEP) document outlines the state's initiatives in the overhauling/restructuring of teacher education.

Chapter 8

An investigation into the development of a framework for the integration of community colleges into the further education and training sector in South Africa

Table 8.11 : Community colleges should be developed independently from existing teacher/technical colleges

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	10	12.7	15.6	15.6
	Disagree	27	34.2	42.2	57.8
	Not Sure	13	16.5	29..3	78.1
	Agree	-	-	-	0.0
Strongly	Agree	14	17.7	29.2	1-
	Total	64	81.0	100.0	100.1
Missing	System	15	19.0		
Total		79	100.0		

Table 8.11 discloses that participants are divided as to whether community colleges should be developed independently from the existing teacher/technical colleges. There is a preponderance of respondents' disapproval for the statement (57.8%) as only 17.7% agreed strongly on this issue. This might be attributed to the fact that participants seemed not to have common understanding of the term community college. The disapproval for the statement possibly indicates that participants were of the opinion that redundant teacher colleges should not continue with their present functions.

8.9.3 Location of community colleges (Items A 12, A13, A14 and A15)

The majority of participants indicated that the needs of the community should receive priority over the location of community colleges. To them what counted most, is the capacity of community colleges to deliver services while little emphasis is attached to the location community colleges. There is a slight difference of opinion as to whether rural areas or cities are preferable.

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

Table 8. 12: ***Location of community colleges according to existing***
education districts

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	5	6.3	6.4	6.4
	Disagree	9	11.4	11.5	17.9
	Not Sure	12	15.2	15.4	33.3
	Agree	40	50.6	51.3	84.6
Strongly	Agree	12	15.2	15.4	100.0
	Total	78	98.7	100.0	
Missing	System	1	1.3		
Total		79	100.0		

Table 8.12 indicates that the large majority of participants agreed (50.6%) or strongly agreed (15.2%) that community colleges should be planned in accordance with the existing education districts. Surely this will make the governance of education and training more coordinated and more effective as it will make communication easier.

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

Table 8.13: The geographical location of community colleges according to regional needs

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	1	1.3	1.3	1.3
	Disagree	3	3.8	3.8	5.1
	Not Sure	5	6.3	6.4	11.5
	Agree	43	54.4	55.1	66.7
Strongly	Agree	26	32.9	33.3	100.0
	Total	78	98.7	100.0	
Missing	System	1	1.3		
Total		79	100.0		

Table 8.13 displays that the overwhelming majority of participants agreed (54.4%) strongly agreed (32.9%) agreed that the geographical location of community colleges should be determined in accordance with regional needs. The assertion is supported by (see paragraphs 6.2 and 5.2) the literature review, which indicates that regional needs are pivotal in the establishment of community colleges. The purpose thereof is to streamline the education system with better utilisation of human, physical and financial resources in order to avoid duplication of expenditures and programmes.

Table 8.14: Community colleges should preferably be located in cities so that many people could utilise them

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	10	12.7	12.8	12.8
	Disagree	35	44.3	44.9	57.7
	Not Sure	11	13.9	14.1	71.8
	Agree	16	20.3	20.5	92.3
Strongly	Agree	6	7.6	7.7	100.0
	Total	78	98.7	100.0	
Missing	System	1	1.3		
Total		79	100.0		

Table 8.14 shows that the just over half of the respondents disagreed (44.3%) or strongly disagreed (12.7%) that community colleges should preferably be located in cities so that many people could utilise them. Other respondents (27%), however, expressed a different view which could be attributed to the fact that it might not be cost-effective to establish community colleges in cities but rather in areas be where they could be accessible to by as many communities as possible.

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

a

Table 8.15: The establishment of community colleges in rural areas is a priority

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	3	3.8	3.9	3.9
	Disagree	10	12.7	13.0	16.9
	Not Sure	12	15.2	15.6	32.5
	Agree	25	31.6	32.5	64.9
Strongly	Agree	27	34.2	35.1	100.0
	Total	77	97.5	100.0	
Missing	System	2	2.5		
Total		79	100.0		

Table 8.15 indicates that the slight majority of participants agreed (31.6%) or strongly agreed (34.2%) that the establishment of community colleges in rural areas should receive priority. This should be viewed in the light that people in rural areas have the greatest educational backlogs and this should be addressed as a matter of urgency. Reconstruction and Development Programme emphasises the delivery of services to communities which are in acute need of them. The fact that rural communities lack many essential amenities might have contributed towards the response rate.

8.9.4   Admission (Items A16, A17 and A18)

Participants were divided on the question of flexible admission requirements and indicated agreement on admission criteria for more formal courses. Recognition of prior learning was highly supported by the overwhelming majority of participants.

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

Table 8.16: Flexible admission requirements for the enrolment of students in community colleges

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	8	10.1	10.3	10.3
	Disagree	8	10.1	10.3	20.5
	Not Sure	3	3.8	3.8	24.4
	Agree	36	45.6	46.2	70.5
Strongly	Agree	23	29.1	29.5	100.0
	Total	78	98.7	100.0	
Missing	System	1	1.3		
Total		79	100.0		

Table 8.16 indicates that the majority of participants agreed (45.6%) or strongly agreed (29.1%) that there should be flexible admission requirements for the enrolment of students in community colleges. The literature review (see paragraphs 3.4, 3.3.4 and 3.3.6) supports the flexible nature of community colleges in order to accommodate the needs of many students. At the same time, however, a sizeable percentage (20%) disagreed or strongly disagreed with the statement indicating that this issue needs further discussion. To some respondents flexible admission criteria could mean giving 'free' entry to students into community colleges without due consideration to scholastic ability.

Table 8.17: The role of the recognition of prior learning

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	2	2.5	2.6	2.6
	Disagree	4	5.1	5.2	7.8
	Not Sure	3	3.8	3.9	11.7
	Agree	40	50.6	51.9	63.6
Strongly	Agree	28	35.4	36.4	100.0
	Total	77	97.5	100.0	
Missing	System	2	2.5		
Total		79	100.0		

Table 8.17 reveals that the vast majority of participants agreed (50.6%) or strongly agreed (35.4%) that recognition of prior learning should form part of the consideration for admission into a programme. The "landslide" vote in this instance indicates the extent to which recognition of prior learning is perceived. The literature review also highlighted the significance of this factor (see paragraph 3.3.6.1) This is particularly relevant in the South African situation in which many students have had limited learning opportunities. The assessment of prior learning could therefore be instrumental in the recognition of expertise which these students have acquired in their various fields of work.

Table 8.18: Admission requirements for formal courses

Response			Frequency	%	Valid %	Cumulative %
Valid	Strongly	Disagree	3	3.8	3.9	3.9
		Disagree	4	5.1	5.3	9.2
		Not Sure	6	7.6	7.9	17.1
		Agree	30	38.0	39.5	56.6
	Strongly	Agree	33	41.8	43.4	100.0
		Total	76	96.2	100.0	
Missing		System	3	3.8		
Total			79	100.0		

Table 8.18 indicates that the large majority of participants agreed (38%) or strongly agreed (41.8%) that admission requirements are necessary in the case of more formal courses. This supports the view presented in table 8.16 that there should be criteria laid down for admission requirements. It is important (see paragraph 3.3.6.1) that students' strengths and weaknesses are diagnosed before entry into programmes/courses. Some formal courses which are more demanding than others. For example, enrolment into engineering courses will require mathematics as a prerequisite. Attention should be drawn to the fact that scholastic performance should not be used to prevent students from learning but that students could be advised to do courses in which they have potential.

8.9.5   Partnerships in community colleges (Items A18, A19, A20, A21, A22 and A 23)

There was an overall majority in support of advocacy for community colleges and the fostering of partnerships with business. Advocacy campaigns for community colleges and partnerships with business are closely linked to the survival of community colleges.

Table 8.19: Advocacy of programmes in community colleges

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	2	2.5	2.6	2.6
	Disagree	-	-	-	0.0
	Not Sure	10	12.7	13.0	15.6
	Agree	41	51.0	53.2	68.8
Strongly	Agree	24	30.4	31.2	100.0
	Total	77	97.5	100.0	
Missing	System	2	2.5		
Total		79	100.0		

Table 8.19 shows that the large majority of participants agreed (51.0%) or strongly agreed (30.4%) that community colleges should pay substantial attention to the advocacy of their programmes. This increased support for favour of advocacy campaigns indicates the importance attached to this aspect. This is in line with the fact that community colleges are relatively newly established in terms of the FET Act (1998) and hence advocacy campaigns have to be promoted. It will be important for the entire South African society to be informed about the role and function of community colleges and how they can be of benefit.

**Table 8.20: Partnership of community colleges with business
serves no purpose**

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	40	50.6	51.3	51.3
	Disagree	27	34.2	34.6	85.9
	Not Sure	1	1.3	1.3	87.2
	Agree	4	5.1	5.1	48.7
Strongly	Agree	6	7.6	7.7	100.0
	Total	78	98.7	100.0	
Missing	System	1	1.3		
Total		79	100.0		

Table 8.20 displays that the majority of participants disagreed (34,2%) or strongly disagreed (50,6%) that partnership of community colleges with business serves no purpose. The high percentage of respondents indicates the overwhelming support for the fostering of partnership links between community colleges and the business sector. This is obviously an area that will have to be explored much more in future. The literature review (paragraphs 3.3.7.2 and 5.6.1) strongly suggest forging of partnerships between community colleges and the private sector, an area which has not been fully explored in South Africa.

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

Table 8. 21: Rectors/principals (of community colleges) should act as public relations officers

Response			Frequency	%	Valid %	Cumulative %
Valid	Strongly	Disagree	8	10.1	10.3	10.3
		Disagree	6	7.6	7.7	18.0
		Not Sure	13	16.5	16.7	34.7
		Agree	36	45.6	46.2	80.8
	Strongly	Agree	15	19.0	19.2	100.0
		Total	78	98.7	100.0	
Missing		System	1	1.3		
Total			79	100.0		

Table 8.21 shows that the majority of respondents agreed (45,6%) or strongly agreed (19%) that there is a need for the rectors/principals to act as public relations officers in order to promote advocacy campaigns for community colleges. Rectors of community colleges are the chief accounting officers for their colleges and they are thus ideally placed to act as public relations officers for their institutions. The heavy workload that they are sometimes subjected to could, however, prevent them from fulfilling this role. The is a need, however, to look at the possibility of employing persons specifically charged with these responsibilities as is the case with some universities.

**Table 8.22:There is no need for national/provincial departments
to engage in advocacy campaigns for community
colleges**

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	21	26.6	26.9	26.9
	Disagree	30	38.0	38.5	65.4
	Not Sure	16	20.3	20.5	85.9
	Agree	7	8.9	9.0	94.9
Strongly	Agree	4	5.1	5.1	100.0
	Total	78	98.7	100.0	
Missing	System	1	1.3		
Total		79	100.0		

Table 8.22 confirms that the majority of respondents disagreed (38%) or strongly
disagreed (26,6%) that there is no need for national/provincial departments of
education to engage in advocacy campaigns for community colleges. In fact the
majority of respondents are of the opinion as indicated in Table 8.21 that rectors
need to take charge of advocacy campaigns for their institutions, but there is also a
need for streamlined advocacy campaigns at both national and provincial levels as
Table 8.22 reveals.

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

Table 8.23: Stakeholder involvement in the overall management
of community colleges is necessary

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	1	1.3	1.3	1.3
	Disagree	7	8.9	9.0	10.3
	Not Sure	4	5.1	5.1	15.4
	Agree	39	49.4	50.0	65.4
Strongly	Agree	27	34.2	34.6	100.0
	Total	78	98.7	100.0	
Missing	System	1	1.3		
Total		79	100.0		

Table 8.23 records that the large majority of respondents agreed (49.4%) or strongly agreed (34.2%) that stakeholder involvement in the overall management of community colleges is necessary. As indicated in Chapter 5 it is to the advantage of community colleges that there should be a good relationship between the various stakeholders and the college. Figure 3.1 in chapter 3 also illustrates community involvement in community college projects.

8.9.6   Efficiency and effectiveness (Items A24, A25, A26 and A27)

A large number of participants support the need for efficiency and effectiveness with regard to programme planning, financial management and information management systems.

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

Table 8.24: Sound programme planning is necessary for the success of community college delivery

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	-	-	-	0.0
	Disagree	-	-	-	0.0
	Not Sure	2	2.5	2.6	2.6
	Agree	39.	49.4	50.0	52.6
Strongly	Agree	37	46.8	47.4	100.0
	Total	78	98.7	100.0	
Missing	System	1	1.3		
Total		79	100.0		

Table 8.24 reveals that the majority of participants (96.2%) attach importance to planning the scope of programmes in community colleges. Colleges should also be in a position to re-assess from time to time the changing needs of society in line with developments within the technology and the labour market requirements.

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

**Table 8.25: Programme (learning and teaching) management
should not receive priority in community colleges**

Response			Frequency	%	Valid %	Cumulative %
Valid	Strongly	Disagree	36	45.6	46.2	46.2
		Disagree	25	31.6	32.1	78.3
		Not Sure	6	7.6	7.7	86.0
		Agree	11	13.9	14.1	100.0
	Strongly	Agree	-	-	0.0	
		Total	78	98.7	100.0	
Missing		System	1	1.3		
Total				100.0		

According to Table 8.25 the majority of respondents support the idea that quality in programme management should be a priority in community colleges. Without quality programmes and services rendered by community colleges this sector will not survive financially and will not be in a position to contribute towards the restructuring and development of the South African society. Development in higher education in South Africa for quality assurance and for institutions to meet stipulated quality standards are at an advanced level. This might also apply in community colleges as is the case in the United Kingdom (see paragraph 8.25). It will thus be necessary for community colleges in South Africa to pay attention to quality assurance measures.

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

**Table 8.26: Financial management is not a key factor in the
management of community colleges**

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	46	58.2	59.0	59.0
	Disagree	20	25.3	25.6	84.6
	Not Sure	4	5.1	5.1	89.7
	Agree	5	6.3	6.4	96.2
Strongly	Agree	3	3.8	59.0	100.0
	Total	78	98.7	100.0	
Missing	System	1	1.3		
Total		79	100.0		

Table 8.26 illustrates the importance attached to financial management as a key
factor in the management of community colleges. In fact, financial management
remains a key to the efficient and effective management of community colleges and
to all other institutions. However, due to financial constraints more expertise in terms
of financial planning will be expected from all further education and training
institutions. Currently there is not much of experience in this area.

Table 8. 27: Information management systems

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	1	1.3	1.3	1.3
	Disagree	1	1.3	1.3	2.6
	Not Sure	6	7.6	7.8	10.4
	Agree	32	40.5	41.6	51.9
Strongly	Agree	37	46.8	48.1	100.0
	Total	77	97.5	100.0	
Missing	System	2	2.5		
Total		79	100.0		

Table 8.27 reveals that the majority of participants strongly agreed that information management is an important factor in community colleges. The extremely high percentage (97.3%) of agreement indicates the importance which respondents accord to the information management systems in community colleges. A community college can to a great extent only succeed to sound information management systems.

8.9.7   Funding of community colleges

The majority of participants were in favour of government or provincial funding. In addition there was agreement that students should pay some percentage of the tuition fees, and that student financial aid schemes should be provided. It was further suggested that funding should be based on student enrolment and that a programme based funding system should be developed.

Chapter 8

An investigation into the development of a framework for the integration of community colleges into the further education and training sector in South Africa

Table 8.28: Government funding

Response			Frequency	%	Valid %	Cumulative %
Valid	Strongly	Disagree	7	8.9	9.0	9.0
		Disagree	10	12.7	12.8	21.8
		Not Sure	10	12.7	12.8	34.6
		Agree	32	40.5	41.0	75.6
	Strongly	Agree	19	24.1	24.4	100.0
		Total	78	98.7	100.0	
Missing		System	1	1.3		
Total			79	100.0		

Table 8.28 indicates that the majority of respondents agreed (40.5%) or strongly agreed (24.1%) that community colleges should primarily be funded by the state. Surely this is the ideal situation but one wonders if a developing country such as South Africa will be in the financial position to achieve this.

150

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

Table 8. 29: Funding based on student enrolment figures

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	5	6.3	6.4	6.4
	Disagree	14	17.7	17.9	24.4
	Not Sure	6	7.6	7.7	32.1
	Agree	42	53.2	53.8	85.9
Strongly	Agree	11	13.9	14.1	100.0
	Total	78	98.7	100.0	
Missing	System	1	1.3		
Total		79	100.0		

Table 8.29 indicates that the majority of respondents strongly agreed (53.2%) or agreed (13.9%) that funding of community colleges should be based on the number of students enrolled at a given institution. Although Table 8.28 and 8.29 indicate that the majority of respondents agreed or strongly agreed on funding, but there was nevertheless a sizeable percentage of the opposite opinion (20%). One could therefore conclude the respondents were not unanimous by any means regarding funding of community colleges. However, critical analysis of overall funding, reveals that the majority of participants did in fact support measures presented for funding although with some caution.

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

Table 8.30: National funding schemes for FET students

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	5	6.3	6.4	6.4
	Disagree	6	7.6	7.7	14.1
	Not Sure	3	3.8	3.8	17.9
	Agree	26	32.9	33.3	51.3
Strongly	Agree	38	48.1	48.7	100.0
	Total	78	98.7	100.0	
Missing	System	1	1.3		
Total		79	100.0		

Table 8.30 emphasises the need for national funding schemes for FET students. The overwhelming support for such funding schemes reflects the high percentage South Africans who cannot afford further education and training.

Table 8.31: Students should not pay for any tuition at community colleges

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	18	22.8	26.5	23.5
	Disagree	34	43.0	50.0	76.5
	Not Sure	11	13.9	16.2	92.7
	Agree	2	2.5	2.9	95.6
Strongly	Agree	3	3.8	4.4	100.0
	Total	68	86.1	100.0	
Missing	System	11	13.9		
Total		79	100.0		

Table 8.31 shows that the majority of participants disagreed (43.0%) or strongly disagreed (22.8%) that students should not have to pay for any tuition at community colleges. This is encouraging for a developing country such as South Africa which cannot afford to meet all expenses of community college students. It makes sense that students should accept responsibility for their education.

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

Table 8.32: The role of Provincial Departments of Education
in providing financial aid schemes to FET students

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	1	1.3	1.3	1.3
	Disagree	5	6.3	6.6	7.9
	Not Sure	7	8.9	9.2	17.1
	Agree	42	53.2	55.3	72.4
Strongly	Agree	21	26.6	27.6	100.0
	Total	76	96.2	100.0	
Missing	System	3	3.8		
Total		79	100.0		

Table 8.32 indicates that the large majority of participants agreed (53.2%) or strongly agreed (26.6%) that provincial departments of education should provide financial aid schemes to FET students. The literature review (paragraph 5.22) indicates that the USA government provided financial aid schemes to deserving students in order to facilitate student access at these institutions.

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

Table 8. 33: Programme based funding for community colleges

Response			Frequency	%	Valid %	Cumulative %
Valid	Strongly	Disagreed	-	-	-	0
		Disagreed	9	11.4	11.7	11.7
		Not Sure	9	11.4	11.7	23.4
		Agree	43	54.4	55.8	79.2
	Strongly	Agree	16	20.3	20.8	100.0
		Total	77	97.5	100.0	
Missing		System	2	2.5		
Total			79	100.0		

Table 8.33 shows that the majority of respondents agreed (20.3%) or strongly agreed (55.4%) that funding should be based on programmes offered at community colleges. It is interesting to note that respondents support this type of funding even though it is not yet in operation.

Table 8.34: Student responsibility for tuition fees

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	5	6.3	6.4	6.4
	Disagree	17	21.5	21.8	28.2
	Not Sure	10	12.7	12.8	41.0
	Agree	28	35.4	35.9	76.9
Strongly	Agree	18	22.8	23.1	100.0
	Total	78	98.7	100.0	
Missing	System	1	1.3		
Total		79	100.0		

Table 8.34 shows that 35.4% agreed or strongly agreed (22.8%) that students should take full responsibility for their tuition at community colleges. This shows support for students to bear part of financial responsibility as shown in Table 8.32.

8.9.8   Governance of community colleges (Items A 34, A 35, A 36 and A38)

The large majority indicated that provincial governments should have the necessary powers to steer development of community colleges. There was also large support for stakeholder involvement in both statutory and non-statutory bodies at national and provincial level respectively.

156

Table 8.35: Autonomy of provinces/regions to establish community colleges

Response			Frequency	%	Valid %	Cumulative %
Valid	Strongly	Disagree	2	2.5	2.6	2.6
		Disagree	7	8.9	9.1	11.7
		Not Sure	12	15.2	15.6	27.3
		Agree	45	57.0	58.4	85.7
	Strongly	Agree	11	13.9	14.3	100.0
		Total	77	97.5	100.0	
Missing		System	2	2.5		
Total			79	100.0		

Table 8.35 indicates that the majority of participants agreed (57%) or strongly agreed (13.9%) that provinces/regions should have ample autonomy to establish community colleges. Provinces are ideally suited to cater for the needs of their communities and it thus makes sense for them to have increased autonomy to undertake such development.

Table 8.36: Role of FET national statutory bodies on policy issues

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	1	1.3	1.3	1.3
	Disagree	7	8.9	9.1	10.4
	Not Sure	8	10.1	10.4	20.8
	Agree	43	54.4	55.8	76.6
Strongly	Agree	18	22.8	23.4	100.0
	Total	77	97.5	100.0	
Missing	System	2	2.5		
Total		79	100.0		

Table 8.36 shows that the majority of respondents agreed (54.4%) or strongly agreed (22.8%) that FET statutory bodies at national level should advise on policy issues of community colleges. This has a positive support for the democratisation of education through stakeholder participation.

**Table 8.37: Role of national FET statutory bodies in
implementation strategies**

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	-	-	-	0
	Disagree	4	5.1	5.3	5.3
	Not Sure	13	16.5	17.3	22.6
	Agree	44	55.7	58.7	81.3
Strongly	Agree	14	17.7	18.7	100.0
	Total	75	94.9	100.0	
Missing	System	4	5.1		
Total		79	100.0		

Table 8.37 shows that the majority of respondents agreed that FET statutory bodies
at provincial/regional level should advise on implementation strategies. Colleges will
continue to need the assistance of non-statutory bodies such as transformation
forums to help shape their policies. There are other non-governmental bodies which
have acquired experience in community education and their participation in college
affairs could have beneficial effect.

Table 8.38: Role of non-statutory bodies in the development/transformation of community colleges

Response		Frequency	%	Valid %	Cumulative %
Valid Strongly	Disagree	4	5.1	5.3	5.3
	Disagree	13	16.5	17.1	22.4
	Not Sure	15	19.0	19.7	42.1
	Agree	30	38.0	39.5	81.6
Strongly	Agree	14	17.7	18.4	100.0
	Total	76	96.2	100.0	
Missing	System	3	3.8		
Total		79	100.0		

Table 8.38 indicates that the majority of participants agreed (38%) or strongly agreed (17.7%) that non-statutory bodies such as transformation forums (comprising community stakeholders), should advise on the general development/transformation of community colleges. Community colleges will from time to time need expertise of non-governmental bodies which have expertise in specific areas which are much in need. Committees/bodies such as transformation forums will continue to exist as transformation is an ongoing process which needs continual monitoring.

8.9.9 Curricular issues

The tables which follow indicate the levels of importance attached to various in curricular offerings at future community colleges in South Africa. There was the large support for curricular offerings presented with reduced support for arts and early childhood courses.

160

Table 8.39: Arts courses

	Response	Frequency	%	Valid %	Cumulative %
Valid	Very Low	8	10.1	11.3	11.3
	Low	6	7.6	8.5	19.7
	Average	28	35.4	39.4	59.2
	High	17	21.5	23.9	83.1
	Very High	12	15.2	16.9	100.0
	Total	71	89.9	100.0	
Missing	System	8	10.1		
Total		79	100.0		

Table 8.39 indicates that the respondents were equally divided as to whether arts courses were of average or of above average importance. This reflects the shift away from a predominance of arts courses in student enrollment. This could be explained by the current saturation of market in arts oriented jobs.

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

Table 8.40: Science courses

Response		Frequency	%	Valid %	Cumulative %
Valid	Very Low	5	6.3	7.0	7.0
	Low	5	6.3	7.0	14.1
	Average	13	16.5	18.3	32.4
	High	18	22.8	25.4	57.7
	Very High	30	38.0	42.3	100.0
	Total	71	89.9	100.0	
Missing	System	8	10.1		
Total		79	100.0		

Table 8.40 indicates that the large majority of respondents rated science courses highly (22.8%) or very highly (38%). This should be viewed in the light that most policy documents identify the need to train more people in this area as South Africa does not have enough experts within science and technology.

Table 8.41: Vocational-technical programmes

Response		Frequency	%	Valid %	Cumulative %
Valid	Very Low	2	2.5	2.9	2.9
	Low	2	2.5	2.9	5.7
	Average	10	12.7	14.3	20.0
	High	19	24.1	27.1	47.1
	Very High	37	46.8	52.9	100.0
	Total	70	88.6	100.0	
Missing	System	9	11.4		
Total		79	100.0		

Table 8.41 shows that the majority of participants rated technical-vocational programmes highly (24.1%) and very highly (46.8%). This is in line with not only a national emphasis, but also an international focus on technical-vocational education and training. Vocational education has been emphasised in the literature review (see paragraphs 2.4, 2.6.2, 5.2.3 and 6.2).

Table 8.42: Non-degree/certificate/diploma courses

Response		Frequency	%	Valid %	Cumulative %
Valid	Very Low	6	7.6	8.7	8.7
	Low	8	10.1	11.6	20.3
	Average	6	7.6	8.7	29.0
	High	24	30.4	34.8	63.8
	Very High	25	31.6	36.2	100.0
	Total	69	87.3	100.0	
Missing	System	10	12.7		
Total		79	100.0		

Table 8.42 indicates that the majority of respondents rated non-degree certificate/diploma courses highly (30.4%) or very highly (31.6%). This supports the view that learning in itself is valued, and not merely for purposes of a degree or diploma.

Chapter 8

An investigation into the development of a framework for the integration of community colleges into the further education and training sector in South Africa

Table 8.43: Entrepreneurship courses

Response		Frequency	%	Valid %	Cumulative %
Valid	Very Low	1	1.3	1.4	1.4
	Low	-	-	-	-
	Average	3	3.8	4.3	5.7
	High	15	19.0	21.4	27.1
	Very High	51	64.6	72.9	100.0
	Total	70	88.6	100.0	
Missing	System	9	11.4		
Total		79	100.0		

Table 8.43 shows that the large majority of participants rated entrepreneurship courses highly (19%) or very highly (64.6%) as it is expected that in future more people will have to be employed by themselves. This augurs in a country which has a grave shortage of skilled labour.

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

Table 8. 44: Adult basic education and training

Response		Frequency	%	Valid %	Cumulative %
Valid	Very Low	2	2.5	2.8	2.8
	Low	2	2.5	2.8	5.6
	Average	11	13.9	15.5	21.1
	High	17	21.5	23.9	45.1
	Very High	39	49.4	54.9	100.0
	Total	71	89.9	100.0	
Missing	System	8	10.1		
Total		79	100.0		

Table 8.44 indicates that the large majority of respondents rated adult education highly (21.5%) or very highly (49.4%). For the millions illiterate South Africans and adults who did not have the opportunity to complete their school career this is of crucial importance.

Table 8. 45: Early Childhood Education

Response		Frequency	%	Valid %	Cumulative %
Valid	Very Low	10	12.7	14.5	14.5
	Low	3	3.8	4.3	18.8
	Average	17	21.5	24.6	43.5
	High	14	17.7	20.3	63.8
	Very High	25	31.6	36.2	100.0
	Total	69	87.3	100.0	
Missing	System	10	12.7		
Total		79	100.0		

Table 8.45 indicates that just under half of respondents rated early childhood education highly (17.7%) or very highly (31.6%). This view is not in line with international trends in which early childhood education is highly regarded as forming the base for later education. However, given the multiplicity it may be reasonable to accept that early childhood education is not yet a priority.

Table 8.46: Community development programmes

Response		Frequency	%	Valid %	Cumulative %
Valid	Very Low	1	1.3	1.4	1.4
	Low	2	2.5	2.8	4.2
	Average	11	13.9	15.5	19.7
	High	26	32.9	36.6	56.3
	Very High	31	39.2	43.7	100.0
	Total	71	89.9	100.0	
Missing	System	8	10.1		
Total		79	100.0		

Table 8.46 shows that the majority of participants rated community development programmes highly (32.9%) or very highly 39.2%). This is congruent with the view that community colleges should provide education which is relevant to their communities.

Table 8.47: Personal development programmes

Response		Frequency	%	Valid %	Cumulative %
Valid	Very Low	3	3.8	4.2	4.2
	Low	-	-	-	0.0
	Average	21	26.6	29.6	33.8
	High	17	21.5	23.9	57.7
	Very High	30	38.0	42.3	100.0
	Total	71	89.9	100.0	
Missing	System	8	10.1		
Total		79	100.0		

Table 8.47 indicates that the majority of respondents rated personal development programmes highly (21.5%) or very highly (38%). The prime beneficiary in education is the individual hence it is necessary to provide courses that are geared towards personal development.

8.10 SUMMARY AND CONCLUSIONS OF FINDINGS GATHERED FROM THE QUESTIONNAIRES

Participants were deliberately given statements which were in the negative form to test whether they could apply the same logic as in the statements which were positive. Respondents disagreed accordingly with the negative statements such as those provided in the Questionnaire A (see tables 8.4, 8.5, 8.20, 8.22, 8.25, and 8.26).

A high number of respondents indicated to be 'not sure' (see tables 8.6, 8.7, 8.8, 8.9, 8.11, 812, 8.14, 815, 8.19, 8.21, 8.22, 8.28, 8.31, 8.33, 8.34, 8.35, 8.36. 8.37 and 8.38) with 10% or above. This could be attributed to little effort which has been made to keep community colleges personnel abreast with developments which have been presented by the legislation for further education and training. The researcher deliberately presented almost similar question items in the location and funding of community colleges as a test for internal validity. This was to test the consistency with which respondents would react to similar statements when they have been slightly altered. The consistency with which respondents answered these question items increased the level of internal consistency provided.

8.10.1 Choice between parametric and non-parametric statistical techniques

The most appropriate statistical technique is usually the one whose statistical model most closely approximates the conditions of the research in terms of the assumptions which qualify the use of a given test and whose measurement requirement is met by the measurement scale achieved in the research. When the conditions associated with parametric statistical models are met by the data under consideration, a parametric statistical test will be more powerful. Parametric

statistical tests use means and standard deviations, that is, require the operations of arithmetic on the original scores, and may strictly speaking only be used with data measured on at least an interval scale. In addition to this condition, which is not generally met in the human sciences, the models of the parametric tests specify a variety of strong assumptions about the parameters of the population from which the research sample was drawn, for example, that the population has a normal distribution (cf. Gay,1992:435-436).

Certain assumptions are also associated with most non-parametric tests, but these are fewer and much weaker than those associated with parametric tests. Utilisation of non-parametric techniques results in a waste of data, although the power can in most cases be increased by enlarging the sample size, which would clearly have presented a problem in the present study (cf. Gay,1992:435-436).

Parametric procedures are, however, robust and yield valid conclusions even when performed on mildly distorted data. While non-parametric methods are rigorously correct, in most cases parametric methods give similar results. The present research has, therefore, adopted the latter (cf. Gay,1992:435-436).

8.10.2   Statistical correlations between questionnaire responses

Correlations are indicated in Table 8.48 according to the topics into which the questionnaire items were classified, such as the need for community colleges, the merging of existing FET institutions, and the location of community colleges (see Appendix B). The purpose of correlations is to establish relationships among related variables and to indicate to what degree the relationships will occur. This enables researchers to predict specific trends and to indicate how relationships between variables will influence these trends. It is though necessary to note that correlations between variables do not by any means imply causal relationships (Cf. Gay, 1992:14).

Table 8.48: Pearson correlation (two tailed) between various question items occurred among different topics

	Need for Com. College	Merging into Com. Colleges	Location of Com. Colleges	Admission and Access	Advocacy and Partner-ships	Efficiency and Effective-ness	Financing	Governance	Curriculum Importance
Need for Com. Colleges	1.000 76	0.298 ** 0.010 74	0.200 0.086 75	-0.101 0.395 73	0.496** 0.000 75	-0.221 0.057 75	0.329** 0.008 64	0.149 0.207 73	0.250 0.045 65
Merging into Com. Colleges	0.298** 0.010 74	1.000 76	-0.112 0.339 75	0.225 0.054 74	0.326** 0.004 75	0.005 0.963 75	0.296* 0.018 64	0.216 0.066 73	0.210 0.097 64
Location of Com. College	0.200 0.086 75	-0.112 0.339 75	1.000 77	-0.211 0.072 74	0.180 0.121 76	-0.001 0.995 77	-0.010 0.935 65	0.119 0.308 75	-0.094 0.451 66
Admission and Access	-0.101 0.395 73	0.225 0.054 74	-0.211 0.072 74	1.000 75	0.026 0.825 74	0.159 0.176 74	0.122 0.336 64	0.051 0.669 72	-0.080 0.532 63
Advocacy and Partnership	0.496** 0.000 75	0.326** 0.004 75	0.180 0.121 76	0.026 0.825 74	1.000 77	-0.332** 0.003 76	0.414** 0.001 65	0.269* 0.020 74	0.306* 0.013 65
Efficiency and Effective-ness	-0.221 0.057 75	0.005 0.963 75	-0.001 0.995 77	0.159 0.176 74	- 0.332** 0.003 76	1.000 77	-0.216 0.083 65	0.098 0.404 75	0.072 0.565 66
Financing	0.328** 0.008 64	0.296* 0.18 64	-0.010 0.935 65	0.122 0.336 64	0.414** 0.001 65	-0.216 0.083 65	1.000 66	0.133 0.296 64	0.010 0.944 57
Gover-nance	0.149 0.207 73	0.216 0.066 73	0.119 0.308 75	0.051 0.669 72	0.269* 0.020 74	0.098 0.404 75	0.133 0.296 64	1.000 75	0.174 0.168 64
Curriculum importance	0.250* 0.045 65	0.210 0.097 64	-0.094 0.451 66	-0.080 0.532 63	0.306* 0.013 65	0.072 0.565 66	0.010 0.944 57	0.174 0.168 64	1.000 66

** Correlation occurs at 0,01 significance level

º Correlation occurs at 0,05 significance level

Table 8.48 displays the following correlations:

8.10.2.1   The need for community colleges

Positive correlation of the need for community colleges with merging into community colleges, advocacy and partnerships, and financing at a 0,01 significance level. This supports the literature review that advocacy, partnerships and financing are central to the development of community colleges. The beneficial relationship between partnership, advocacy and financing is discussed in chapter five of the literature review. To be able to undertake advocacy campaigns for community colleges, one would need financing, which make it incumbent on one to seek partnership with business in realisation of this goal.

8.10.2.2   Merging of community colleges

Positive correlation of the merging of community colleges with the need for community colleges, advocacy and partnerships, at 0,01 significance level and with financing at a 0,05 significance level. The logic provided in paragraph 8.10.2.1 still holds for the explanation of the positive relationship between merging of community colleges with advocacy and partnership. The rationale for the establishment of community colleges ((see paragraph 2.6) involved stakeholder involvement in advocacy for community colleges while at the same time seeking partnership with business for funding of this venture.

8.10.2.3   Advocacy and partnerships

Positive correlation of advocacy and partnerships with the need for community colleges, merging into community colleges, efficiency and effectiveness, and financing at a 0,01 significance level. This also ties with the findings on the need for community college stated above (see paragraph 8.10.2.2).

8.10.2.4   Efficiency and effectiveness

A negative correlation of efficiency and effectiveness exists with advocacy and partnerships at a 0,01 significance level. This could signal that advocacy and partnerships are not necessary for efficiency and effectiveness, and that these items could be achieved independently of each other. Given the fact that efficiency and effectiveness are necessary in management of community colleges, one should see this factor as developmental, while one is embarking on improving operation (efficiency and effectiveness) one could still engage in advocacy and partnership.

8.10.2.5   Financing

A positive correlation exists between the financing of community colleges with the need for community colleges (at a 0,01 significance level), merging into community colleges (at a 0,05 significance level), and advocacy and partnerships at a 0,01 significance level. It is interesting to note the positive correlations tying financing of community colleges to the need for community colleges, merging into community colleges with advocacy and partnership. Indeed, these items are dependent on financing of community colleges, and the literature review on chapter five (see

paragraph 5.2) emphasised the roles of financing, advocacy and partnership as being married to one another.

8.10.2.6   Governance

A positive correlation exists of governance with advocacy and partnerships at 0,05 significance level. Governance of a college makes plans for advocacy and for the fostering of partnerships hence the positive correlation. This ties well with the consensus that rectors of community colleges as well as provincial and national departments of education should undertake advocacy campaigns and establish partnerships.

8.10.2.7   Curricular issues

There is a positive correlation of how importance of curricular offerings with the need for community colleges, and advocacy and partnerships at a 0,05 significance level. Curriculum needs to be communicated to stakeholders and to be agreed upon. The business sector therefore as a stakeholder plays an important role in the formulation of curriculum. The positive correlations between curricular issues and advocacy and partnership reinforces the above stated view.

8.11   FINDINGS ON CORRELATIONS

Positive correlations indicate the importance of the relationship among variables which have been presented. Positive correlations confirm discussions which have been presented in the literature review. The negative correlation between efficiency and effectiveness shows that although participants deem these factors as important, they do not see them as having a strong relationship, implying that one factor can occur independent of other. Although these correlations do not imply causal relationships they are important in influencing policy formulation and the design of implementation strategies.

8.12   ANALYSIS OF VARIANCE

The statistical analysis of the findings also established whether there were any significant differences by topic and by the institutional position occupied by

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

participants. Analysis of variance (ANOVA) was computed to determine the extent of any such differences (see Table 8.49).

Table 8.49: Analysis of variance

Topic (Dependant Variable)	Position Held at Institution	Mean	Std Error	95% Confidence Interval Upper Bound
Need for Community Colleges	Rector/Deputy	3.920	0.170	4.262
	HOD	4.500	0.208	4.919
	Lecturer	4.040	0.170	4.382
	Student	4.200	0.199	4.600
Merging into Community Colleges	Rector/Deputy	2.800	0.231	3.266
	HOD	3.000	0.283	3.570
	Lecturer	2.900	0.231	3.366
	Student	3.182	0.270	3.726
Location of Community Colleges	Rector/Deputy	3.417	0.138	3.695
	HOD	3.675	0.169	4.015
	Lecturer	3.433	0.138	3.711
	Student	3.523	0.161	3.847
Admission and Access	Rector/Deputy	3.511	0.190	3.893
	HOD	3.267	0.232	3.734
	Lecturer	3.689	0.190	4.071
	Student	3.758	0.222	4.203
Advocacy and Partnerships	Rector/Deputy	3.693	0.141	3.978
	HOD	3.700	0.173	4.048
	Lecturer	3.547	0.141	3.831
	Student	3.709	0.165	4.041
Efficiency and Effectiveness	Rector/Deputy	2.250	0.140	2.532
	HOD	2.175	0.172	2.520
	Lecturer	2.417	0.140	2.699
	Student	2.750	0.164	3.079
Financing	Rector/Deputy	3.676	0.134	3.945
	HOD	3.857	0.164	4.187
	Lecturer	3.867	0.134	4.136
	Student	3.857	0.156	4.171
Governance	Rector/Deputy	3.767	0.134	4.035
	HOD	3.550	0.164	3.879
	Lecturer	3.733	0.134	4.002
	Student	4.205	0.156	4.518
Curriculum Importance	Rector/Deputy	4.030	0.129	4.289
	HOD	3.733	0.158	4.051
	Lecturer	3.948	0.129	4.208
	Student	3.677	0.151	3.980

Table 8.49 shows that there were no significant differences by position held at an institution and by the specific research topics. This indicates that a position held by a person at community colleges either as a rector, head of department or a student did not have a bearing on the views expressed by these respondents in regard to the question items.

8.13   FINDINGS ON ANOVA'S

Lack of significant differences among topics (dependent variables) with institutional positions held indicates that there were no major differences in the manner in which the four classes of participants showed their understanding of these factors when indicating their choices on the questionnaire. This implies that there were no major differences of opinion among the classes of participants according to how they viewed community college issues. This lack of difference by respondents occupying different positions implies that there was congruency of opinion in many question items posed and as such one could conclude that there was no major divergence of thought regarding question items.

8.14   REPORT OF RESEARCH FINDINGS GATHERED FROM INTERVIEWS

Questions for interviews were based on the interview format (see Appendix C). The responses gathered from the interviews with regard to the critical issues which underpin community colleges were as follows:

8.14.1.   Access

Interviewees indicated a broad view of access which goes beyond enrollment of students but also focused on pertinent issues such as location, financing and curricular offerings as having bearing on student access.

8.14.1.1   Access based on location

The question which related to student access was viewed from different angles. It was stated that information had to be made available about the geographical location

of community colleges, as well as the entry requirements for the various programmes. This would help to popularise the colleges, and thus enable potential students to be more knowledgeable clients of these institutions.

The geographical spread of the colleges must enable ready reach by the communities from which the students were drawn. In some cases satellite campuses/centres might have to be established close to the communities served.

8.14.1.2   Access based on financing

Financial support to students in community colleges was seen as essential. Student financial aid, in the form of loans and bursaries, was vital for facilitating access to the colleges for students with insufficient financial resources. It was also pointed out that student access would be restricted if excessive fees were attached to community college learning programmes or courses. Some of the existing technical college courses were often priced beyond the reach of many students.

8.14.1.3   Access based on learner support programmes

It was also felt that there was a need for learner support centres/programmes at community colleges where students could be advised on the various financing opportunities available. It was suggested that the state should shoulder the responsibility of subsidising programmes at these colleges in order to enable higher student enrolment.

Bridging courses at community colleges were put forward as a possible solution for students who had initially been denied entry due to inadequate scholastic performance. It was also suggested that the colleges should specifically undertake to design programmes which would enable such students to qualify for admission to selected programmes.

8.14.1.4   Access based on assessment of prior learning

Opinion was that prior learning must be recognised to afford equal opportunity to prospective students who had acquired experience in specific career paths, but lacked the theoretical knowledge component of the fields concerned. Such students

should not be merely classified at the beginner level, but should be appraised in order to be placed in the appropriate academic levels.

8.14.1.5   Access based on curricular offerings

It was felt that access could be obstructed by a lack of suitable institutional resources for learning and teaching. The offering of only limited programmes would narrow down student choice and thus serve as a barrier to enrolment. In contrast, student access would be facilitated by the availability of a wide range of courses for different career paths.

8.14.2   Curriculum

Opinion was unanimous that curricula must be linked to the broader national guidelines for economic development but must at the same time be responsive to community needs. For example, although agriculture is clearly important for the country as a whole, this field of study might not be appropriate for students living in Soweto, for whom the commercial field might be more relevant. It was also pointed out that curricular offerings should be in line with the twelve fields outlined by South African Qualifications Authority (SAQA).

The general view was that learnerships which were largely based on the practical component should be given preference. This would fulfil the role of apprenticeship, which had been discarded in the technical colleges. Equally important was the opinion that the qualities of flexibility and innovation should underpin all curriculum development. Particular curricular offerings were singled out to represent a variety of meaningful options. These include science and engineering courses, entrepreneurship and Adult Basic Education and Training.

8.14.3   Partnerships

Business partnerships were viewed as intrinsically linked to community colleges. It was emphasised that any partnership of this kind must be of mutual benefit to partners. Colleges would, for example, benefit from business partnerships through learnership programmes and funding, while the private sector would benefit from the work skills acquired by students, with the caveat, however, that community colleges

should not fall prey to business interests.

It was felt that the nature of partnership needs to be guided by the legislative framework which would define the extent to which community colleges could enter into such agreements with external agents. Partnership was also seen as the forming of linkages between the college, school and tertiary sectors, which would help facilitate articulation of courses and the mobility of students between sectors.

8.14.4 Financing

The financing of community colleges was regarded as central to the overall development of these institutions. Opinion indicated that financing mechanisms must take cognisance of the legacy of apartheid, which has resulted in the skewed distribution of resources favouring advantaged communities, with the bulk of the black community remaining in abject poverty. Well–resourced community colleges still serve white communities, while the black communities were seen to have poorly resourced colleges at their disposal. The need for this situation to be remedied was identified as a matter of urgency, with the use of earmarked funding to level the playing fields of these institutions. Programme-based funding was viewed with scepticism, since it was felt that this funding model would still benefit the previously advantaged colleges because of the experience white communities had acquired in programme design and development, while in relative terms, black communities were still lacking in this respect.

It was stated that funding must be tight, and subject to community colleges meeting criteria as laid down by the provincial departments of education. For example, colleges should be required to be more accountable for the use of funds received, and also to provide an acceptable rationale and justification for any subsequent funding.

8.14.5 Institutional reorganisation

It was stated that it is necessary to restructure the present technical colleges by merging selected institutions to form mega-colleges. It was suggested that this rationalisation through merging could be achieved by the establishment of five mega-

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

colleges which correspond with the five major regions of Gauteng, namely Greater Johannesburg, the East Rand, the West Rand, Greater Pretoria and the Vaal (see Appendix D). This would also be favourable to business partnerships as the business sector could enter into negotiations with fewer larger colleges instead of the present thirty-three separate technical colleges.

8.14.6   Governance

Governance at institutional level was perceived to be a thorny issue because the governance of the present technical colleges does not reflect the racial composition of the country, despite the fact that the black students are beginning to outnumber white students. It was felt that fundamental restructuring of governance at this level needs to be speeded up. Reference was made to the South African Schools Act (1996), which indicates that the transfer of governance to disadvantaged communities without ensuring capacity-building would continue to perpetuate the old order with little change. It was proposed that state must ensure that well informed and knowledgeable Blacks, whether or not they are the parents of the students, must be made part of the institutional governance in community colleges in order to drive the transformation agenda.

It was pointed out from the discussions based on the questionnaire that the FET legislation has explicitly outlined the formation of the statutory bodies, namely the National Board for Further Education and Training and the nine provincial FET boards. The intended representative nature of these boards was felt to be fitting, comprising broad stakeholders from various sectors of the population, including the non-governmental organisations, labour and business. At the same time the opinion was expressed that there was still a role for non-statutory bodies which lie close to the communities, and could ensure broad grassroots participation in community colleges.

8.14.7   Human resource development (HRD)

There was general agreement that, without a clear strategy for human resource development little will be achieved by well formulated FET legislation. Devising an implementation strategy for the skilling of community college personnel was seen as

a daunting task. An example cited of lack of foresight is the closure of teacher colleges without any plan for preparing the staff of these colleges for new roles. This had resulted in disillusionment on the part of these educators, who felt that the state had left them in the lurch. It was predicted that, unless proactive measures were put in place, the same would happen to the present technical college staff.

It was emphasised that HRD strategy must be linked to national objectives, such as job training, and the Skills and Development Strategy. Personnel categories which needed special attention with regard to training were mentioned as college management, teaching staff, and administrative staff, particularly those entrusted with the handling of finances. Training needs that were mentioned cover broad aspects such as strategic planning, institutional governance, financial management, programme development, learner support programmes and costing.

In was agreed that institutional governance should include the training of persons serving in governance structures, particularly parents and students included. It was felt that human resources development should also focus on changing the mindset of present technical college personnel, who largely are seen to operate under the authoritarian management style of the past, with scant allowance for the new participatory management style. It was added that attention should be paid to the powers of the rectors, who in some instances are seen to run colleges almost as their own personal properties, without due regard to the state guidelines supporting transformation.

It was felt that the question of retraining of staff needs to be examined carefully in order to establish the precise need in this connection, as well as the possibility of retrenchment of a limited number of personnel for whom retraining may not be possible.

The ongoing monitoring and evaluation of personnel, as well as college programmes, was proposed as the hallmark of community college operations. It was proposed that the state should look at outside expertise with regard to human resource development, in which the private sector as well as non-governmental

Chapter 8

An investigation into the development of a framework for the integration
of community colleges into the further education and training sector in South Africa

organisations (NGOs) could play vital roles.

8.15   SUMMARY

Statistical analysis of the data generated reveals that the large majority of participants were in agreement in their understanding of the way forward for community colleges in Gauteng. Respondents agreed inter alia that:

□ Community colleges could ideally serve as institutions for the economic and social development of the country.

□ The merging of existing colleges, including the closed teacher colleges, was necessary for cost-effectiveness and better utilisation of both human and physical resources.

□ The location of community colleges should be determined by the needs of the communities served, with these institutions possibly spread in accordance with the demarcation of education districts.

□ The admission requirements of community colleges should be sufficiently flexible to permit the enrolment of a large number of students who have previously been denied opportunities for learning.

□ Funding for these institutions, which would include provision for student financial schemes must be underpinned by equity and redress, to level the playing fields for communities which had previously been disadvantaged.

□ Efficiency and effectiveness must be key factors in the overall management of college activities.

□ Advocacy and partnerships for community colleges must be fostered.

□ Governance structures must be representative of broad stakeholder participation in both statutory and non-statutory bodies.

Positive correlations between most of the topics of the questionnaire indicated the extent to which the respondents could establish an implementation plan for community colleges, while also reflecting the specific areas which the participants viewed as requiring the focus of attention in the plan.

Interviews provided a broader scope for discussion of the areas which were identified as critical for the development of community colleges, and for setting the parameters for an implementation strategy. Important issues highlighted in the interviews included the following:

- Transformation must underpin the development of technical colleges.
- Capacity building for staff and community colleges to receive urgent attention.
- Funding of community colleges must be underpinned by equity and redress.
- Governance structures in community colleges must reflect the racial mix of the country.
- There must be legal framework to regulate establishment of partnerships.
- Provincial departments of education must embark on careful planning for the establishment of community colleges.
- Student support programmes and staff development must form the hallmark of college academic programmes.
- Establishment of mega-colleges should be done with extreme care.

It is interesting to note synergy between qualitative and quantitative data from the analysis of data presented. Issues were highly rated from the quantitative questionnaire such as equity, access, curricula, funding, governance, advocacy and partnerships, were discussed thoroughly in the interviews and more clarity was given on how implementation framework can be based.

After having provided empirical analysis for this research it will be fitting to provide an implementation framework for establishment of community colleges for Gauteng province.

A FRAMEWORK FOR ESTABLISHING AND DEVELOPING COMMUNITY COLLEGES AS PART OF THE FURTHER EDUCATION AND TRAINING SECTOR IN GAUTENG

9.1   INTRODUCTION

The thrust of this research was to investigate the need for the establishment and development of a community college sector for South Africa with specific reference to the Gauteng province. The researcher also investigated how existing (redundant) colleges of education, nursing and agriculture could be merged or converted into community colleges. The underlying assumption is that such an initiative will be cost-effective in terms of the existing human and physical infrastructure.

This chapter describes focus areas that need to be considered. The following key areas are discussed:
- the policy context;
- legal framework and considerations;

Chapter 9

A framework for establishing and developing community colleges
as part of the further education and training sector in Gauteng

- an agenda for the various implementation phases;

- governance;

- administration;

- funding;

- rationalisation;

- quality assurance;

- academic issues;

- curriculum;

- staff issues;

- cultural issues;

- funding of students;

- student support programmes; and

- the utilisation of physical infrastructure.

9.2 KEY FOCUS AREAS FOR INTEGRATING COMMUNITY COLLEGES INTO THE FURTHER EDUCATION AND TRAINING SECTOR IN GAUTENG

9.2.1 Policy context

The integration of community colleges into the Further Education and Training sector in Gauteng should be developed in the context of the principles and policy framework outlined in the Education White Paper 4 and the requirements of the Higher Education Act (Act No.101 of 1997). These principles are equity and redress; democratisation, development, quality, effectiveness and efficiency, academic freedom, institutional autonomy and public accountability and were discussed in Chapter 6. In reflecting on these underlying principles, table 9.1 identifies the issues that need to be addressed in the planning and developing of community colleges.

Chapter 9

A framework for establishing and developing community colleges
as part of the further education and training sector in Gauteng

Table 9.1 Policy context

PRINCIPLE	ISSUES TO ADDRESS
□ **Equity and redress**	□ Providing access especially to those who were denied access based on race or gender or any other discriminatory factor. □ Equal opportunities not only for students, but also in terms of appointment and promotion of staff.
□ **Democratisation**	□ The ethos of democracy should be reflected in all aspects of the community college life.
□ **Development**	□ The development of the community as well as the development of students and staff at the community college should receive high priority.
□ **Quality, effectiveness and efficiency**	□ Community colleges should establish a quality assurance system based on both accountability and improvement of the institution, its services and programmes offered. Self-evaluation should form the cornerstone of such a system. Appropriate quality assurance mechanisms and procedures should be put in place to ensure the effectiveness and efficiency of the system.
□ **Public accountability**	□ The community college has a responsibility to demonstrate to the public its relevance, and that money allocated to them is spend in a responsible way. The public has the right to be assured of the quality of service received from such institutions and should find value for money allocated to these institutions.

In addition, the distinctive nature of community colleges should be acknowledged. For instance their role and function differ from those of universities, technikons and other types of Higher Education colleges. Efforts

should be made to ensure that no duplication of programmes and roles occurs and that they stay true to the mission of being a college for the community.

9.2.2   Legal framework and considerations

It should be stated that colleges (whether teacher training colleges, nursing colleges or agricultural colleges) are still governed by various laws that were assigned to the provinces under section 235 (8) of the interim Constitution of 1993.   They are departmental institutions under the control of provincial education departments.   In this regard, most of these colleges have councils exercising delegated powers and functions.   The Higher Education Act repeals a range of legislation relating to universities and technikons but not to colleges of education for example.   However, section 21 of the Higher Education Act does provide the Minister of Education with the power to declare any education institution as "an other type of education institution or as a subdivision of a public higher education institution". Similarly, the Further Education and Training Act accords such powers to the Minister for declaring FET institutions.

Before decisions are taken on the establishment of community colleges by way of merging existing colleges into community colleges, the following consultation processes should be undertaken:

❑ Consulting of the governing bodies of the colleges to be merged or change their current designations, if such bodies exist;

❑ Consulting of the Member of the Executive Council responsible for the colleges to be merged;

❑ Publication of a notice in at least one daily newspaper circulating in the area of operation of the colleges to be merged, containing the reasons thereof. Such a notice should be in every official language used as a medium of instruction at the colleges concerned; and

❑ Giving interested persons opportunity to make recommendations regarding such an announcement and consider such recommendations.

It is extremely important that fair labour practices must be ensured if there is a change of employer. Consultation with employees affected by the change must take place held with a view to obtaining their support in this regard, the procedures contained in any applicable collective bargaining agreement must be followed and the consultation must commence as soon as practicable after a change in the employment relationship is envisaged. Compliance with the consultation process is essential for the declaration of the newly established community college to be valid (vide paragraph 6.11 on the "merging of existing further education and training institutions into community colleges").

9.2.3   An agenda for the various implementation phases

Careful planning for the development of community colleges by the Gauteng Department of Education must be well formulated and communicated. Technical colleges, for example, still operate as separate entities from the school sector, and thus their relative autonomy may permit covert operation outside departmental guidelines. The creation of a further education and training directorate would serve to prevent the seemingly piecemeal planning for community colleges and provide instead for broad and cohesive strategic planning.

The implementation agenda which must be comprehensively detailed and should be viewed as a process and not an event. The following could serve as 'agenda items':

□   formulating a shared vision for the community college;

□   setting of clearly defined goals;

□   identifying possible real problems that might occur;

□   establishing institutionalized decision-making structures;

□   determining local decision making;

□   considering the continuity among the personnel of the colleges concerned;

□   ensuring systematic communication with all partners and with the community;

□   permitting sufficient time for institutional change to occur;

❑   providing resources to those whose roles and relationships will change; and

❑   providing professional capacity-building.

9.2.4   Governance

As indicated in paragraph 5.4 community colleges are established with the primary objective of relevance and usefulness for the community, stakeholders of the community should have a say in the governance of such an institution. Academic links with other academic institutions, which provide advice on curricula, validate college examinations and selection processes for (at least senior) personnel, seems equally important. These linkages should ensure representation of colleges councils and senates or any other designated bodies. It is therefore imperative that any future governance structure will be characterised as being co-operative and democratic in nature. The co-operation with Government, organised business and labour structures and the communities is vital in this regard.

Community colleges should further be governed by a council that will have strong stakeholder representation, as well as representation from the management, staff and learners at community colleges. This council should furthermore perform all functions that are necessary and in the interests of the college, including developing its mission and strategic plans, managing its financial affairs and, over and above the official establishment created by the Minister of Education of the province, for employing additional staff.

In terms of the Employment of Educators Act, 1998, the power to create educator posts at FET institutions rests with the MEC, while the power to appoint educators to such posts, on the recommendations of the councils of community colleges, will have to rest with the head of the provincial education department. The academic affairs of a community college should be the responsibility of an academic board, subject to the final authority of the council. Learners, on the other hand, will be represented through a student representative council.

To contribute to the quality of the community college sector, it is proposed that any existing institution wishing to become a community college should prove that the necessary capacity building was done in order to ensure that they can perform the functions required by the law.   Community colleges should in addition be juristic persons and the council of a community college should act on behalf of the college according to its predetermined functions.

The community college should have a clear mission and purpose. A written mission statement will send a clear message to both internal and external communities about what motivates the existence of the newly established college. Operational committees can use such a statement as a guide in considering new ventures.   New ideas can be evaluated by this mission statement.   Staff and external stakeholders should have a shared understanding of the goals and objectives of the college and measurable outcomes could be identified to ensure benefits to the members and success for the college.

9.2.5 Administration

Streamlining of administration of community college is one aspect which needs attention. There has been agreement by the respondents on attainment of efficiency and effectiveness in college operation. Attention should be given to proper and efficient handling of student's records, of managing financing, of making follow-up and tracking of unattended issues, and of liaisoning with stakeholders. Those charged with administrative duties need to be highly motivated individuals who could work independently. They also have to have congenial interpersonal skills as they interact with many people.

9.2.6   Funding

As indicated in paragraph 5.2 the funding of community colleges remains critical for the success of these institutions. Earmarked funding must be directed to impoverished communities while mechanisms have to be devised for effective implementation of programme-based funding in order to benefit all institutions and not perpetuate the present fragmented approach to funding. It

needs to be emphasised that students shall have to contribute their share in meeting the financial demands of community colleges while at the same time, a system for student financial aid schemes needs to be developed.

Funding will be an essential instrument for influencing the responsiveness of community colleges to the achievement of national goals, the enhancement of the performance of this sector, the widening of participation and the promotion of equity and redress. Any (new) funding framework for community colleges will have to be expressed in the form of national policy, including norms and minimum standards. It is proposed that the actual budgetary allocations to community colleges should be made by the provincial education departments.

9.2.7   Rationalisation

It is expected that the merging and/or rationalisation of colleges in this province will be a provincial responsibility and that college personnel will most probably remain provincial employees. Rationalisation through merging should, however, involve meticulous planning, aligned with the principles of equity and redress in order to avoid an increased concentration of power in the currently better resourced technical colleges, with the poorly resourced colleges merely becoming satellites. This would create the perception among staff in the latter institutions of being 'dumped' by the education authorities, with consequent lowering of staff morale.

9.2.8   Quality assurance

Monitoring and evaluation measures for staff and student academic development programmes in community colleges, such as those employed in the United Kingdom, is highly recommended for the community colleges in Gauteng (vide paragraph 6.10). Proper accountability and justification for running specific programmes should be a prerequisite. Quality assurance must be *sine qua non* to college development, and stringent measures must be instituted in order to achieve this. Massification of education without due regard to quality will only saturate the labour markets with an ill-equipped and unproductive workforce.

Efficiency and effectiveness in the management of college operations need to be encouraged. The country cannot afford the wasteful tendencies which encourage escalation of debts of community colleges with no sound financial management systems in place. Emphasis on strategic planning, project management and costing could facilitate cost-effectiveness. There must be continual and compulsory auditing of college financial records in order to promote efficiency in financial administration.

Quality assurance in the community college sector should integrate bench-marking into the system. This will provide a basis for the recognition of credits and for articulation and transfer within the FET and between FET and HE and in addition will ensure that progammes and qualifications have currency with employers. Continuous quality improvement will be vital for community colleges as it is expected from this sector to redress the inequalities and deficiencies of the past. It could therefore be argued that the management of quality and continuous quality improvement must become integral to the organisational practice of the community college and a part of the organisational culture. This will require that the principals/rectors of community colleges be equipped to lead and manage quality within the institutions as the core responsibility of their jobs. This implies that institutional governing bodies will hold principals/rectors of community colleges and teaching and support staff accountable for the quality of provision and the services provided.

9.2.9   Academic issues

The following academic issues will have to be considered:

❑   academic disciplines and awards to be offered in merged institutions;

❑   change of academic offerings and types of programmes;

❑   rationalisation of programmes;

❑   considering of certificate and diploma rules;

❑   problems with different student admission requirements;

❑   academic standards;

❑   rationalisation of departments;

Chapter 9

A framework for establishing and developing community colleges
as part of the further education and training sector in Gauteng

❑ creation of new departments; and

❑ positions of heads of departments in merged institutions.

9.2.10 Curriculum

Curriculum serves as one of the core functions in the delivery of services by community colleges (<u>vide</u> paragraph 3.2). How well formulated the curriculum is will determine the extent to which community colleges will remain true to the mission of being relevant and responsive to community needs.

9.2.10.1 NQF-based curricula for community colleges

As was mentioned earlier in Chapter 6, South Africa embarked on the implementation of the National Qualifications Framework (NQF) with its embedded outcomes-based approach to education and training. In order for community colleges in Gauteng to be relevant and address the social demands for reconstruction and development, all programmes offered by community colleges should adhere to the prerequisites prescribed by the NQF.

Curricula offered at community colleges in Gauteng should be directed at lifelong learning and empowering the knowledge society. A high premium should be placed on the integration of the following into curricula:

❑ Knowledge, skills and values that are transferable to different work and learning contexts;

❑ Access to and flexibility in learning and teaching, including the promotion of distance education and resource-based learning, articulation between programmes and levels, approved standards and the transferability of learning credits;

❑ The recognition of prior learning and experience;

❑ Quality learning resources and material, and a revitalised professional educator cadre; and

❑ Counselling and advisory services and the remediation and job preparation of learners.

Chapter 9

A framework for establishing and developing community colleges
as part of the further education and training sector in Gauteng

It is expected that the new approach to curriculum for the FET sector as implied by the NQF will overcome the division between 'academic' and 'vocational' education. Instead it should be replaced by a sound foundation of general knowledge, combined with practical relevance. The curriculum should offer the learner flexibility and choice, whilst ensuring that all programmes and qualifications offer a coherent and meaningful learning experience.

Community colleges will have to prove that their curriculum offers multiple entry and exit points and a diversity of learning programmes and qualifications to meet the varied needs of potential learners in different fields and at different stages of their lives. Developing the curricula for community colleges will have to ensure that learners who from the onset undertake specialisation will be able to do so in the knowledge that this specialisation is neither too narrow nor deficient with respect to underpinning knowledge and values and that further progression is possible. On the other hand, learners who decide on later specialisation should be assured that their programmes and qualifications will provide adequate exposure to the realities and demands of social and economic life.

Curricula should also be planned in such a way that exit qualifications will provide a reliable and credible basis for selection and entry to Higher Education and will provide employers with a realistic profile of learners' knowledge and competencies.

Curricula should be responsive to students needs in particular and to the needs of the country in general. Emphasis must be laid on science courses which include engineering, and entrepreneurship training, while language teaching should also receive priority. Creativity must permeate academic planning, teaching strategies and learning approaches. For long, attention was placed on student ability to reproduce learning content with little emphasis on how to apply newly acquired knowledge. Application of knowledge rather than mechanic regurgitation thereof should form the cornerstone of teaching and learning in community colleges.

9.2.10.2   Assessment

Assessment criteria for both staff and learners should be formulated. Continuous assessment for learners based on a formative approach is preferable and is in line with outcomes based education. Attention should be given to the fact that assessment of learners should not necessarily subject them to an unreasonable number of tests in order to record the bulk of work done. Quality should serve as a guiding principle for work given and learners' interests and needs should be considered in regard to the volume of work to be done as well as the assessment thereof. Periodic monitoring and evaluation of the instructional and other academic responsibilities should be instituted.

9.2.10.3   Cultural issues

Problems of combining institutions and staffs with different traditions, missions cultures, and institutional loyalties need to be identified and action plans formulated to diminish the impact thereof. The success story of the new 'rainbow' nation should be given priority. Respect for students or persons for what they are needs to be reinforced. The perception of supposedly foreign dominant cultures which have tendencies of undermining indigenous cultural heritages must be done away with.

9.2.11 Employment criteria for staff

It is important that consideration of the following staff issues need to be considered carefully:

- salary scales for academic, administrative and professional staff;
- the continuity of employment and possible redundancies and early retirements;
- selection and appointment of senior managers in merged institutions;
- rank of academic staff and classification system for other staff;
- future opportunities for promotion;
- possible changes in criteria for promotion;

❑ working conditions of staff, including working hours, leave entitlements, staff recruitment and human resources management issues.

9.2.12   Capacity-building for staff

There needs to be a well designed strategy for the capacity building of staff (vide paragraph 4.4.5). This should take into account that the previous emphasis in the education of Blacks was not on technical education, and provision must therefore be made for the retraining of hitherto disadvantaged staff who possess potential. The retraining of the current staff at technical colleges also needs to be based on a shift of mindset in order to align personnel with the new ethos of FET presented by the White Paper 4 (1998).

The majority of technical colleges are headed by white rectors and the staff are also mainly white. This presents a challenge for the principle of transformation, which explicitly requires that the staff composition in state institutions must reflect the racial mix of the country. It is imperative therefore to make an audit of staff complements, and devise a framework for the deracialising of the colleges.

Staff development programmes such as those relating to induction/orientation, mentoring and change of perceptions need to be developed (vide paragraphs 4.4.3 and 4.4.4). Teachers perform delicate tasks of preparing learners for future roles in society and as such they need to serve as models to learners. Orientation programmes for newly appointed staff should focus on the changing needs of students, the changing workplace environment, a professional ethos with emphasis on innovation, initiative, high work ethics and self-motivation. Highly motivated and productive personnel could act as mentors for the newly appointed staff on continuous basis for a specified period. Changing the mindset of existing and newly appointed staff is essential. Discriminatory tendencies of the past, low respect for learners, gender biases need to be uprooted.

Funding norms should make provision for the ongoing professional

Chapter 9

A framework for establishing and developing community colleges
as part of the further education and training sector in Gauteng

development of educators of community colleges to meet the challenges of outcomes-based education and new FET curricula.

9.2.13 Funding of students

As also indicated in paragraph 6.6 student funding will for some time remain critical for community colleges. While levying student user fees is encouraged, these should keep community college affordable to the majority of learners. It will not be helpful to create new institutions with well tailored mission statements which are not responsive to learners' needs. It is the learners who are primary beneficiaries in these institutions and the state should design user friendly student financing schemes. Financing of students should be based on merit and on the continuous scholastic performance of learners. The present tendencies of learners especially at post-secondary level to demand scholarships or bursaries without due respect to academic standards and requirements cannot be tolerated any longer. It must be made clear that while student funding is essential, providing funding simply to appease students and to prevent their riotous tendencies can no longer be justified. Stiff penalties must be given to those who misuse state finances.

9.2.14 Student support programme

The high failure rate in the South African education system warrants proactive measures for learner development programmes. Well tailored academic support programmes adjusted to learner needs could help avoid the costly implementation of bridging programmes. Learner support services will ensure that all learners including previously excluded disadvantaged groups are given every opportunity to succeed. Support services within the community sector are critical, as it is at this stage that learners really start preparing for future roles as working people or options for further study. Special support is needed to help learners to work out how to overcome possible barriers to their goals (vide paragraph 6.8).

These programmes must serve the following purposes:

❑ Lead to further academic development;

❑ Offer guidance and counselling to learners entering, leaving or re-entering the system;

❑ Meet the needs of all learners through regular orientation programmes;

❑ Provide for exceptional learners or those with special needs; and

❑ Assist in placement after learning.

It is proposed that this learner support system should provide instructional material on psychological and financial assistance, and should includes services such as:

❑ *Psychological services*: These entail all forms of efforts aimed at motivating learners. This encompasses both attraction and retention strategies for learners (especially gender sensitivity i.e. women in non-traditional study fields) and as such have an impact on the internal efficiency of the system.

❑ *Mentoring:* This is a form of support from the communities (role models), peer group, and even educators. Mentoring has proved to be a critical retention strategy for learners especially in science, engineering and technological fields.

❑ *Orientation*: This involves determining the learner's abilities and interests in the learning pathway. The choices made on entering FET have far-reaching consequences, and as such should be informed and clear. This is the stage where the need for remedial work could be detected and addressed.

❑ *Psychological, psychiatric, legal support:* The Education White Paper also acknowledges the existence of numerous cases of abuse and harassment of learners, hence the need for such support.

❑ *Financial support:* This involves information on possible sources for

Chapter 9

A framework for establishing and developing community colleges
as part of the further education and training sector in Gauteng

financial assistance. The goal is to ensure that no learner is deprived of education on the basis of lack of funds.

❑ **_Exceptional learners with barriers to learning:_** necessary support should be made available to learners whose behaviour, communication, intellectual and physical traits are such that they are considered to need placement in a special education programme that ensures inclusion with acceptance.

Appropriate provision should also be made for learners who need to use:

❑ Means of communication other than speech, including computers, technological aids, signing, symbols or lip-reading;

❑ Non-sighted methods of reading, such as Braille, or non-visual or non-aural ways of acquiring information;

❑ Technological aids in practical and written work; and

❑ Equipment that is adapted to allow access to practical activities within learning sites.

9.2.15 Utilisation of existing infrastructure

The future use of sites and facilities of the college(s) concerned needs to be considered as well as the possible consolidation of activities on reduced numbers of sites. In addition, the following also need to be clarified:

❑ Possible selling or disposal of surplus sites and buildings;

❑ Site(s) for location of senior management team;

❑ Linking various campuses/colleges for electronic and other forms of communication;

❑ Cross-campus teaching using video-conferencing;

❑ Integration of library holdings and computing systems;

❑ Library classification systems to be used in the merged institution;

❑ Possible rationalisation of library buildings; and

Chapter 9

A framework for establishing and developing community colleges
as part of the further education and training sector in Gauteng

❏ Problems of different computing equipment and infrastructure in merging institutions.

The following administrative systems and procedures need to be addressed:

❏ Systems and procedures for student admissions and enrolments;

❏ Student records and reporting of grades;

❏ Financial and accounting systems;

❏ Budget allocations procedures and principles;

❏ Audit procedures;

❏ Possible merger of administrative and service departments;

❏ Time and place of diploma/certification ceremonies;

❏ Alumni and alumni records; and

❏ Retention of student honour boards and other memorabilia.

Other relevant issues for consideration relate to the retention of existing name or names for the new institution or departments, or adoption of new names. Institutional symbols, signs and letterheads need to be clarified.

9.2.16 Role of partnerships with business

Partnerships with business and donor agencies must be fostered with a view to decreasing provincial expenditure on community colleges. As international examples in the literature review have shown, colleges must be encouraged to engage in income generating schemes by running selected programmes on a commercial basis. Furthermore, this partnership could also have beneficial effect on the attainment of work skills and economic development of the country. It will also streamline the implementation of learnerships as presented by the Department of Labour.

The idea of merging the present technical colleges into five mega-colleges not only makes sense from a business perspective, since it would facilitate the fostering of partnerships with the business sector, but also from an administrative point of view. Only five broad institutions, instead of the current

thirty-three, would need to be covered, and planning could focus more on regional needs. It needs to be pointed out, however, that the creation of mega-colleges would need further research before implementation could begin.

9.2.17   Recognition of prior learning and experiences

The piloting of assessment of prior learning should be instituted in order to benefit learners who already have experience in specific areas of study, or have acquired vocational skills in the work place. Experimental work in this area has already been conducted with success through the Career Preparation Programme, a joint project of the Free State University, stakeholders including business, and community colleges situated mostly in Bloemfontein (Bitzer, 1995:71). The Career Preparation Programme is a community responsive educational project which is specifically aimed at targeting learners who do not meet entrance requirements at universities and whose academic performance is not satisfactory. Innovative teaching and learning strategies including student academic support and counselling have contributed to the success of this project. Another successful project of this nature, the Access Programme is run in Western Cape. Similar undertakings could be explored in Gauteng. Funda Centre in Gauteng which has done inspirational work in community development could be incorporated as departmental experimental project in this regard.

9.3   SUMMARY

Lessons from the international community as well as the findings of the present empirical investigation have thus provided a starting point for the Gauteng province to develop its college implementation plan. The thrust of this study was to provide guidelines for an implementation plan for community colleges. Research debates have been provided on both the strengths and the weaknesses of these institutions. Extrapolations from the research findings of this study will make a positive contribution to effective planning for the future community colleges.

Chapter 9

A framework for establishing and developing community colleges
as part of the further education and training sector in Gauteng

The South African education system has been premised on provision of education with quantity as the major focus. This has also become its weakness due to the shift of attention away from quality. Therefore as a way forward, quality assurance must underpin any effective planning for community colleges resulting in implementation for community colleges. There must be quality control measures that could be provided by bodies outlined by SAQA and the National Skills Authority (NSA) such as the Sector for Education and Training Authorities (SETAs), National Standard Bodies (NSBs), Standard Generating Bodies (SGBs) as well as the Education and Training Quality Assurers (ETQAs).

SUMMARY OF THE CONTENT OF THE RESEARCH

10.1 INTRODUCTION

The analysis of the empirical results of this study has highlighted important aspects of further education and training which were identified as key to an implementation plan for community colleges. The literature review has also indicated the significance of community college access, curricula, human resources development, financing and governance. The thrust of the research was to determine the manner in which these considerations apply in the South African context in order to improve the current education situation.

10.2 MAIN FINDINGS OF THE LITERATURE REVIEW

Chapter 1 presents a strong case for the establishment and development of community colleges as part of further education. The rationale for the establishment and development of community colleges is to restructure the education system in order to provide competitive, responsive, relevant education to South Africa in particular while taking cognisance of international trends and developments.

Chapter 2 provides the literature review of the historical development of community colleges in the USA, Canada and United Kingdom. It became clear from the synopsis of this chapter that community colleges were not established just for convenience but to fill the gaps in existing education systems. Education was too academic, with a concentration on preparation of learners for higher education. No regard was paid to those learners who did not progress into higher education. There was no synergy between education offered at institutions and skills required at the workplace. A number of problems surfaced in the social. economic, and cultural terrain which could not be solved. It became necessary to develop an education system which could address these problems and equip learners with problem solving techniques, entrepreneurial skills, environmental awareness, sensitivity to the social evils of the time such as drug abuse, juvenile delinquency, dealing with emotional depressions caused by poverty as a result of high unemployment levels. Community colleges were viewed as institutions which could be better positioned to fight these problems head-on and contribute to the renewal of societies.

Chapter 3 focuses on the curricular issues which were geared towards addressing the embedded problems mentioned in chapter 2. Vocational education was given priority as it prepared learners for the workplace environment. Emphasis on curricula was on equipping learners with skills to fend for themselves in life. There was also stress on the practical aspect of the curricula which offered courses of short-duration in order to allow learners to return to the workplace and be productive. Flexibility, responsiveness and relevance became guidelines upon which curricula were benchmarked. Student centered approaches were instituted in learning and teaching and the focus was placed on innovative ways of teaching and learning. Linkages of institutions offering the same courses were fostered to avoid duplications while consideration was given to liaison with institutions of higher learning to facilitate accreditation.

Chapter 4 relates to organisational and human resources development approaches with emphasis on increasing efficiency and effectiveness in the teaching and learning environment. Programmes and outcomes for learning and teaching were to meet guidelines for quality assurance without necessarily limiting quantity on enrolment. Colleges became centres for harnessing of human potential. 'People-first' approaches with regard to development and operations were instituted. Improving quality of life dominated the classroom dynamics and attainment of productivity was not to be achieved by means of sacrificing of human quality of life through unreasonable workloads and schedules.

Chapter 5 portrays financing and governance of community colleges. Funding of colleges is tight to control quality and accountability. Programmes of community colleges for funding are to be in line with national needs. Scaling down of subsidy schemes for community colleges have motivated these colleges to embark on income generating schemes. Partnerships are also fostered with industries and joint ventures on specific business ventures are undertaken. International collaborations are entered into by community colleges on projects of mutual interest. Various student financial schemes are formulated in order to facilitate student enrolment in community colleges. Students have also to shoulder responsibility for meeting certain fees requirements.

Co-operative governance structures which are representative of communities and various stakeholders who have interests in community college education all play role in directing college operations and drafting strategic plans for the colleges. The state still assumes the overall responsibility for governance of these colleges through legislation while day to day activities of colleges are left to the rectors/principals as accounting officers with assistance from college councils and senates whenever the case might be. Students are involved increasingly to be part of college management through their representatives. This gives students a voice in the management of college

affairs. Different governance structures are established to suit specific needs of community colleges and these structures will differ from region to region and from one country to another. An important consideration is the democratisation of education through increased stakeholder participation either as statutory and non-statutory bodies.

10.3   MAIN FINDING ON RESEARCH ON FET DEVELOPMENTS IN SOUTH AFRICA

Chapter 6 presents South African policy initiatives regarding the establishment and development of community colleges. What has emerged is policy guidelines with regard to registering of community colleges as Further Education and Training institutions, curricula guidelines, governance structures to be put in place, financing of community colleges with earmarked funding intended for previously disadvantaged communities and programme based funding for institutions. Student financing schemes are suggested but how they are to be operationalised is still to be finalised.

Various views are presented on the transformation of education, on rationalisation of colleges and on merging of some of the colleges. An implementation framework for FET with prioritised areas has been drafted at a national level and is being discussed at provincial level with a view to implementation. While the national Department of Education will take overall responsibility for policy formulation and monitoring, provincial departments of education are charged with the implementation of the policies and of setting targets for delivery.

10.4   FINDINGS ON A CRITIQUE OF COMMUNITY COLLEGE MISSION

Chapter 7 provides different viewpoints as to the efficacy of community colleges. Assessment of their missions is made and consideration is given as

to the extent to which they meet their goals. Further research is suggested in the concluding of arguments presented, as different criteria are used in evaluating these institutions. For example, it is cited as unfair to judge these using criteria for used for higher education since their mission is different from that of higher education institutions.

10.5   MAIN FINDINGS OF THE INVESTIGATION

Chapter 8 sets the scene for the empirical setting of the study. It provides the methodology followed in the research as well as a description of the sampling. Thirty-three colleges in Gauteng become the focus area for the research. For the manageability of this research, investigation is limited to the Gauteng province. Responses from both quantitative and qualitative questionnaires are analysed. In most instances the majority of respondents agree with major policy issues presented in the questionnaires. Consensus is reached on the need to provide flexible curricula, broadening of access for students, the establishment of student support centres fostering of partnerships, developing of advocacy campaigns, introducing of financing schemes based on equity and redress, as well as increasing stakeholder participation through statutory and non-statutory bodies.

10.6   ANALYSIS OF THE FRAMEWORK

Chapter 9 forms the apex of the study as it proves that this is not just an academic exercise but an attempt to contribute to the betterment of the education system. This chapter will serve as a guideline to both policy makers and educators who are tasked with the responsibility of making headway for further education and training in general and for community colleges in particular. Although this study was confined to Gauteng province the issues raised are by no means irrelevant to other provinces.

10.7   LIMITATIONS OF THE STUDY

10.7.1   Sample size

The sample size was necessarily limited. The participants were, however, selected by virtue of authority vested in the positions occupied in their institutions, thus permitting their views to represent their stakeholder group. In this case the choice of participants by means of stakeholder representation can serve as justification to use the sample on a representative level and not as individual persons who filled in the questionnaire. The study was limited to the technical colleges of the Gauteng Department of Education and to the personnel at head office including the districts who deal directly with FET matters, and not with other educational institutions in Gauteng. While sample size is important in obtaining representative data in the research is highly valued, getting many people simply increasing the number in order to increase the sample without adhering to proper research procedures is also against research ethics.

10.7.2   Percentage response rate

The percentage response to the questionnaire was 59,8 per cent. The main objective of the research was, however, not a wide statistical study as such, but rather data gathering in the form of opinion polls, interviews, comments and suggestions, in order to enable the construction of an implementation plan for community colleges taking input from grassroots level fully into account and therefore, creating a sense of ownership and support for the plan.

10.7.3   Generalisability of the findings

Since this study was conducted in only the Gauteng province, its findings cannot be generalised to the other eight provinces. The literature review bears testimony to the fact, however, that the views expressed are mostly common to all colleges irrespective of location.

10.8   RECOMMENDATIONS FOR FURTHER INVESTIGATION

Education research after all is ultimately intended to be applied in the practical education situation. Further extended exploration of guidelines for an implementation for community colleges is necessary. Such additional studies are warranted in terms of the potentially enormous benefit that may accrue, potentially not only to further education and training in particular, but to the country as a whole. Further exploration for the research of this nature should target a bigger population sample spread across other provinces.

10.9   SUMMARY

This study has provided not only platform for debates on issues which are pertinent to community colleges but also a framework upon which implementation strategy and effective planning for community colleges could be based. Issues raised are by no means final but are part of a process for improving of the education system. Education is about improving the quality of life by providing individuals with skills and knowledge to take control of their lives and of their circumstances. This research has attempted to find ways of improving life by using community colleges as channels for realising this ideal. The youth of this country are yearning for a role to play towards the development of the country although they seem not to have vision for achieving this. It is hoped that this study will serve to rekindle interest and to sparkle the vision for the future.

References

Bitzer, E.M. (1995). <u>Community colleges: Examples of links to tertiary education and development</u>. A paper presented at University of South Africa- Seminar on the university and community college. (March 6).

Bragg, D.D. (1993). Leadership strategies for planning and implementing technical preparation. <u>Community College Journal</u>. 17: 519-531.

Brint, V. & Karabel, J. (1989). <u>The diverted dream: community colleges and the promise of educational opportunity in America, 1900-1985</u>. New York: Oxford University Press.

Brint, V. & Karabel, J. (1994). American education, meritocratic ideology, and the legitimation of inequality: The community college and the problem of American exceptionalism. In Ratcliff, J.I., Schwarz, S. & Ebers, L.H. (Eds.) <u>Community Colleges</u> (2nd ed.). 67-78. Massachusetts: Simon & Schuster Custom Publishing.

Cantor, L. (1989). The American community colleges: A time of reappraisal. <u>Journal of Higher Education</u>. 14 (3): 310-319.

Cantor, L. (1992). Canada's community colleges: Institutions in transition. <u>Studies in Higher Education</u>. 17(2): 169-182.

Centre for Education Policy Development (1994). Johannesburg: Centre for Education Policy Development.

Community Education in South Africa: Conference Report (1995). Johannesburg: National Institute of Community Education. (5-7July 1995).

Cohen, M. A. & Brawer, F.B. (1989). The American community college. (2nd Ed.). London: Jossey-Bass Publishers.

Collins, K. (1999). Participatory research. A primer. Pretoria: Prentice Hall. Collins, S. Leitzel, T. Morgan, S. & Stalcup, R. (1994). Declining revenues and increasing enrollments: Strategies for coping. Community College Journal of Research and Practice. 18: 43-42.

Community College of Philadelphia (1993). Finance, fiscal planning and facilities. 16-181.

Conklin, K.A. (1993). Leaving the community college: Attrition, completion, or something else? Community College Journal. 17(1): 1-11.

Cowdy, E. & Robertson, S. (1994). Post-secondary learning assistance: Characteristics of the clientele. Community College Journal of Research and Practice. 18: 43-55.

Curriculum: Life long learning for the 21st century (1997). Pretoria: Department of Education.

Dennison, J.F.D. & Behnke, W. (1993). Innovativeness and related factors in Canadian community colleges. Community College Journal of Research and Practice. 17: 233-248.

Denver, J.T., Robert, G. & Templin, J.R. (1994). Assuming leadership: Community colleges, curriculum reform and teaching. Educational Record. 75: (Part 1) 32-34.

Diener, T. (1994). Growth of an American invention: from junior to community college. In Ratciff, J.I., Schwarz, S. & Ebers, L.H. (Eds.) Community Colleges (2nd ed.) (3-12). Massachusetts: Simon & Schutter Custom Publishing.

Dougherty, K.J. (1994). The community college at the crossroads: The need for structural reform. In Ratciff, J.L. (Ed) Community Colleges (465-488). Needham:Simon & Schuster Custom Publishers.

Dougherty, K.J. (1992). Community colleges and Baccalaureate attainment. Journal of Higher Education. 63(2): (March/April 1992) 188-212.

Dunn, S.D. (1999). The practical researcher. A student guide to conducting psychogical research. Boston: McGraw-Hall College.

Education White Paper 4 (1998). A programme for the transformation of Further Education and Training. Pretoria: Department of Education.

FE Colleges Score but Fail to Win (1997). Times Education Supplement. 10 (Part1266):11.

Fielden, J. & Markham, L. (1997). Learning lessons from mergers in higher education. http://www.acu.ac.uk/chems/publications/paper 17.

Fisher, G. (1994). Thinking about access. Structure, disciplinary cultures and the reshaping of post-compulsory education in South Africa. Paper presented in Johannesburg.

Fourie, M. (1996). Governance of South African Higher Education. Unpublished Ph.D. theses. Bloemfontein: University of the Orange Free State.

Franklin, L. (1992). Quality and equality: the case of East Birmingham College. <u>Journal of Further and Higher Education</u>. 16 (1): 34-39.Further and Higher Education Act (1992). <u>Chapter 13</u>. London: HMSO.

Further Education Funding Council (1994). <u>Quality and standards in further education in England</u>. Coventry: Further Education Funding Council.

Further Education Funding Council (1995). <u>Investing in further education</u>. Coventry: Further Education Funding Council.

Further Education in the United Kingdom, (1997). <u>Education Information</u>. London: The British Council.

Further Education and Training Bill (1998). Pretoria: Department of Education.

Further Education and Training Act (1998). Pretoria: Department of Education Further and Higher Education Act (1992). <u>Chapter 13</u>. London: HMSO.

Gallagher, P. & Dennison, J.D. (1986). <u>Canada's community colleges</u>. Vancouver: British Columbia Press.

Garson, P. (1999). Teachers fail curriculum 2005. <u>Mail and Guardian</u>. 4-10 June 1999.

Gauteng College Education and Training Act, (1998).

Gay, L.R. (1992). <u>Educational Research. Competencies for analysis and Application.</u> (4th ed.) New York: Maxwell Macmillan International.

Gleazer, E.J. (1994). Beyond the open door, the open college. In Ratciff, J.L. (Ed) Community Colleges (33-42). Needham: Simon & Schuster Custom Publishing.

Green Paper on Further Education and Training (1998). Preparing for the twenty first century through education, training and work. Pretoria: Department of Education.

Higham, J. Sharp, P. & Yeomans, D. (1996). The emerging 16-19 curriculum. Policy and provision. London: David Fulton Publishers.

Hlangani, M. (1998). Tackling joblessness. In Sowetan 26/10/1998.

Higher Education Act (1997). Pretoria: Department of Education (Act No 101of 1997).

Hull, D. & Sounders, J.C. (1996). The coming challenge. Community College Journal. 67(2):15-37.

Hughes, J.A & Graham, S.W. (1994). Academic performance and background characteristics among community college transfer students. Community College Journal. 18 (4): 35-45.

Huysamen, G.K. (1994). Methodology for the social and behavioural sciences. Johannesburg: International Thompson publishing.

Huxley, M.V. (1994). Profound teaching difficulties? Times Educational Supplement. Issue 4092: 11.

Ivancevish, J., Lorenzo, P., Skinner, S. & Crosby, P. (1997). Management quality and competitiveness. (2nd ed). Chicago: Irwin Book Team.

Jackson, G. & Moulton, N. (1993). From boxing to ballet. Remaking a community college. New Directions for Community Colleges. 84: 35-44.

Katsimas, S.G. (1994). Is the open door closing? Community College Journal. 64(5): 22-28.

Keeping the "community" in community colleges, (1995). A discussion document. Johannesburg: Khanya College.

Kempner, K. & Taylor, C. (1993). Dynamics of enrollment and program choice in community colleges. Community College Journal of Research and Practice. 17(5): 415-432.

Kern, S.P. & Kern, R.P. (1993). Evolution of secondary and two-year college technical preparation programmes from the articulation movement. Community College Journal. 17(6): 533-541.

Kerry, T. & Tollitt-Evans, J. (1992). Teaching in further education. Oxford: Blackwell Publishers.

Khambule, T. (1999). Maths guru wants 'Africanisation'. In Sowetan (Sowetan Education part) (23 April).

Koller, A.L. (1995). Education: A passport to the future. A paper presented at an international conference on community colleges held at the Technikon of South Africa (July 6).

Knowledge and Skills for the Smart Province: An agenda for the Millenium (1998). Johannesburg: National Business Initiative.

Kulati, T. (1998). Performance indicators for transformation: A conceptual overview. A paper which was presented at the University of the Free State (20 April).

Lategan, L.O.K. (1998). Reflections on community colleges as part of further education in South Africa. In Strydom, A.H. & Lategan, L.O.K. (Eds) Introducing community colleges to South Africa 56-79. Bloemfontein: Unit for Research into Higher Education, University of the Free State.

Learning Age (1998). A renaissance for a new Britain. London: Department of Education and Employment.

Lewington, J. (1992). Canadian officials seek reforms to increase student mobility. Chronicle of Higher Education. 39 (11): 35.

Linden, T. (1998). British FEs share community college mission. Community College Journal. 39 (2): 17-20.

Living in Gauteng (1997). Selected findings of the 1995 October household survey. Pretoria Central Statistics.

Lubisi, C. Wedekind, V. Parker, & Gulting, J. (1997). (Eds) Understanding outcomes-based education. Cape Town: South African Institute for Distance Education.

Lyons, T.S. & Smith, M. (1990). The effects of extra year programs prior to the first grade. Early Child Development and Care. 61:11-18 McGrath, D. & Spear, M.B. (1994). (2nd ed). New professoriate of community colleges. In Ratcliff, J. Schwarz, S. & Ebbers, L. (Eds). Community Colleges. (357-368) Needham: Simon & Schuster.

McIntyre, J. (1992). Effective programming and partnerships: Assisting aboriginal people to meet employer expectations. Paper presented at the colleges celebrations conference in Montreal.

McKeague, P.M. & Reis, E. (1992). Serving students through writing centres. Community/Junior College Quarterly. 16: 199-206.

Makhene, M. (1995). The training of personnel for community colleges. A paper presented at University of South Africa, Seminar on the University and Community College in Pretoria.

Marshall, R. Tucker, M. (1993). Putting student learning first. An American Imperative, Higher Expectation for Higher Education. 13-18.

Marumo, M. (1996). The need for the retraining of community college educators and administrators in South Africa. In Training of Community College Educators and Administrators in South Africa. Discussion Document (April). 9-13. Johannesburg: National Institute for Community Education.

Metcalfe, M. (1995). Opening and welcome. In M. Venter, (Ed) Community education in South Africa. Conference Report. (13-14). Johannesburg: National Institute Community Education.

Micikas, L. Bybee, R. & Hanych, D. (1995). Developing scientific literacy: leadership by community college faculty. Journal of College Science Teaching. 25 (2): 113-118).

Millman, L. (1993). Key-in learning: Meeting basic skills needs. In F. Reeves and (Ed) colleagues, Community needs and further education. (65-75). Nottinghamshire: Bilston Community College.

Mwavenda, T.S. (1995). Educational Psychology. An African perspective. (2nd ed). Butterworths: Heinemann.

Mokhatle, M. (1995). Community education in South Africa. Johannesburg: Methodist Inner City Mission.

Muller, J. (Ed.) (1990). Education for work, education as work. Canada's changing community colleges. In Muller, J. Corporate management and labour process of British Columbia Community College in the 1980' s. 31-48. Toronto: Garamond Press.

Muller, A. (1996). Research and quality assurance - a South African perspective. In Strydom, A.H. Lategan, L.O.K. & . Muller, A. (Eds). Quality assurance in South African higher education: National and international perspectives. 82-87. Bloemfontein.

Naughton, P.W. (1992). Vocational education preparation. Community College Journal. 16: (1): 309-214.

Ngara, E. (1998). Transformation in higher education as a field of study for leaders and managers. A paper presented at seminar on Higher Education and Transformation at the University of the Free State, Bloemfontein.

Naidu, E. (1999). Declining numbers at most campuses. In The Star April 7).

National Consultative Conference on Community Colleges (1996). National conference organised by the National Institute for Community Education held at Vanderbijlpark, 18-20 September.

National Committee on Further Education: Preliminary Report. (1997). Pretoria: National Department of Education.

National Youth Policy (1997). National Youth Commission. Pretoria: Government of the Republic of South Africa.

National Strategy for Further Education and Training (1999). Pretoria: National Department of Education.

Noruwana, J. (1996). Quality and quality assurance in Historically Disadvantaged Institutions. In Strydom, A.H., Lategan, L.O.K. & Muller, A. (Eds). Quality assurance in South African higher education: National and international perspectives 24-39. Bloemfontein: University of the Free State.

Nwagwu, E.C. (1993). Retaining students through partnerships programs. Community College Journal of Research and Practice. 17: 67-172.

Nzimande, B. (1999). Blaming the workers. In Sowetan. (04/13).

O'Banion, T. (1997). A learning college for the 21st century. Community College Journal. 66(3): 23.

O'Grady, C. (1994). Pursuit of excellence is catching. Times Educational Supplement. Issue 4054: 7.

Oppenheim, A.N. (1998). Questioning design interviewing and attitude measurement. London: Cassell.

Parnell, D. (1985). The neglected majority. Washington: The Community College Press.

Panther, A.J. (1992). Curriculum, leadership, innovation and change. Community/Junior College Quarterly. 16 (2): 133-140).

Procedures for Preliminary Accreditation: Private Higher Education Institutions (1998). Criteria and procedures regulating the preliminary accreditation of institutions providing learning in the higher education and training band of the National Qualification Framework. Pretoria: National Department of Education.

Qualitative review of FET Providers (1997). A report to the National Institute of Community Education. Johannesburg: Segal Quince Wicksteed Limited.

Raby, R.L (1995). Community college models: Myths and realities of access and equality. A case study of California. A paper presented at the University of South Africa in Pretoria.

Re-appraising post-16 education, (1997). London: The Royal Society.

Reconstruction and Development Programme (1994). A policy framework. African National Congress. Johannesburg: Umanyano Publications.

Reeves, F. Ed). (1993) (Community and further education. Nottinghamshire: Bilston Community College.

Reeves, F. (1995). The modernity of further education. Wolverhampton: Bilston Community College Publications & Education Now.

Rensburg, I. (1996). Further Education & Training challenges for South Africa. In Chabane, S. & McAlpine, B. (Eds.). National consultative conference on community colleges. 4-10. Johannesburg: Creative Associates International.

Report of the Commission on the Future of the Kentucky Community College. (1989). (August Report). Kentucky: University of Kentucky.

Report of Special Senate Committee on Youth (1996). Youth: A plan of action. Ottawa: Supply and Services Canada.

Review and Modernisation of FET Programmes (1999). Workshop report. Johannesburg: Department of Education.

Richardson, M. (1998). Vocational training and qualifications in further education. In Anderson, K., (Ed.). Education Reform in UK: Report for overseas offices. 79-91. Manchester: The British Council.

Richardson, R.C. Blocker, C.E. & Bender L.W. (1994). Administrative organization: Chief executive officer. In Ratciff, J.I.. Schwarz, S. & Ebers, L.H. (Eds.) Community Colleges. (2nd. ed.). 91-103. Massachusetts: Simon & Schuster Custom Publishing.

Rhoads, R. & Valadez, J. (1996). Democracy, multiculturalism, and the community college. A critical perspective. London: Garland.

Rhoads, R. & Valedez, J. (1996). Democracracy, Multiculturalism and the community college. A criticical perspective. London: Garland Publishing Riggs, R. O. & Akor, M. F. (1993). Strategic planning in the community college: Role of academic department and division chairperson. Community College Journal. 17: (4) 57-75.Publishing, Inc.

Robinson, P. (Ed.) (1996/7) Applied research and development in Canada's colleges and technical institutes. College Canada. 2 (1): 11-15.

Robson, J. & Bailey, B (1996). Introduction: contextualizing professional development in new sector. In Robson, J., (Eds.). The Professional FE Teacher. 1-6. Sydney: Avebury Publishers.

Robson, J., Cox, A. Bailey, B. & Humphreys J. (1996). A new approach to Teacher training the further and higher education partnership. In Robson, J. (Ed.). The Professional FE Teacher. (7-19). Sydney: Avebury Publishers.

Robson, C. (1993). Real world research: a resource for social scientists and practitioner-researchers. Oxford:Blackwell.

Roueche, J. & Roueche, S. (1998). Community colleges facing tomorrow's challenges today. Community College Journal. 68 (5): 31-35.

Roueche, J.E. & Roueche, S.D. (1994). Responding to the challenges of the at-risk student. Community College Journal. 18 (1): 1-11.

Seminar on the University and Community College (1995). Pretoria: University of South Africa (6 March 1995).

Samuels, J. (1992). Keynote address. Minutes of the National Consultative Meeting on Community Colleges. Johannesburg.

Sarantakos, S. (1998) Social Research. (2nd ed.). London: Macmillan Press Limited.

Schauerman, S. & Peachy, B. (1994). Strategies for implementation: The El Camino college total quality management story. Community College Journal.18:(4): 345- 368.

Schmidt, P. (1997). States turn community colleges to fuel economic growth. The Chronicle of Higher Education. (June) 29-30.

Scott, I. (1994). The role of academic development programmes in the reconstruction and development of higher education. Paper presented for the IDI sponsored investigation into future funding mechanisms for Academic Development Programmes. Johannesburg.

Shattock, M. (1994). Report of an Enquiry into Governance and Management of College. Wilmorton: The Further Education Funding Council.

Skills Development Act (1998). Government Gazette. Vol. 401, No. 19420. Pretoria: Government Publications.

Smith, B.M. (1993). The effect on quality of effort on persistence among traditional-aged community college students. Community College Journal of Research and Practice. 17:103-122.

South African Qualifications Authority (1995, Act No 58). Pretoria: Government Printers.

South African Schools Act (1996, Act No 84). Pretoria: Government Printers.

Stephenson, S. (1993). The Monserrat project: Post-Hurricane Task Force. In Reeves, F. & Colleagues. Community needs and further education. Nottinghamshire: Bilston Community College.

Stoll, M. P. (1995). What is multicultural education? Community College Journal. 65(3):11-15.

Strydom, A. H. , Bitzer, E. M. & Lategan, L. O. K. (1995). Community colleges in South Africa. Bloemfontein: Academic Development Bureau-University of the Free State.

Strydom, A. H. (1996). Community college system as part of the Further Education and Training. In Chabane, S. & McAlpine, B. (Eds) National consultative conference on community colleges. 126-134. Johannesburg: Creative Associates International.

Strydom, A.H. (1999). Report on the National Conference on co-operation in higher education. Unpublished report. Bloemfontein: Unit for Research into Higher Education.

Swanson, B., Swanson & Associates, Wartkins, K. & Marsick, V. J. (1997). Quality research methods. In Swanson R. & Holton E. III (Eds.) Human resource development. 88-113. Emeryville, CA: Berrtt-Koehler publishers, Inc.

Task Group on the Internationalization of Colleges and Institutes. (1995). The internalization of Canada's colleges and institutes. Case studies. Toronto: Association of Canadian Community Colleges.

Temperly, D. (1994). Cooperative learning in the community college classroom. Journal of College Science and Teaching. 24 (2): 94-96.

The Learning Age (1998). Further Education for the New Millenium. London: Department for Education and Development.

The Report of the National Committee on Further Education. (1997, August). Pretoria: Department of Education.

Transforming Further Education and Training (1998). Cutting Edge. 1(7): 9-

16.

Van Manen, M. (1990). Researching lived experience. Human science for action sensitive pedagogy. Alberta: Althouse Press.

Vaughan, G.B. (1989). From the community college in America: A short history. In Ratcliff, J.L. (Ed.) ASHE reader on community colleges. 15-29. Pennsylvania: Ginn Press.

Vaughan, G.B. (1992). Review essay. The community college mission and the diverted dream. The Review of Higher Education. 16 (1):107-123.

Venter, M. (Ed.) (1996). An introduction to community colleges: A guide for South Africa. Cape Town: Salty Print, Methodist Inner Mission.

Wajngurt, C. & Jones, E. (1993). State financing, enrollment and tuition rates of public community colleges. Community College Journal of Research and Practice. 17 (3): 249-256.

Ware, J. (1996). Flexible learning in FE and the implications for teachers. In Robson. J. (Ed.). The Professional FE Teacher. (60-72). Sydney: Avebury Publishers.

Weiskopf, R. & Laske, S. (1996). Emancipatory action research: A critical alternative to personnel development or a new way of patronising people?21-136. In Zuber-Skirritt, O. New directions in action research. London:The Falmer Press.

Winter, R. (1996). Some principles and procedures for the conduct of action research (13-27). In Zuber-Skirritt, O. New directions in action research. London: Falmer Press.

Wymer, K. (1996). Further education and democracy. Wolverhampton: Bilston
    Community Publications.

Zuma, S. (1995). The possible role of community colleges in South Africa. In
    Van der Linde (Comp.) Seminar on the university and community
    college. 2-17. Pretoria: University of South Africa.

Gauteng Dept of Education
Directorate: Education Information
Unit: Research Unit

Tel: 011 355 0651; Fax: 011 355 0670; E-mail: ThomasMa@gpg.gov.za; Postal address: P O Box 7710, Johannesburg, 2000

30 July 1999

Mr Lekhotla Mafisa

P O Box 2169

PARKLANDS

2121

Dear Mr Mafisa

REQUEST TO CONDUCT STUDY ON THE ESTABLISHMENT AND DEVELOPMENT OF COMMUNITY COLLEGES AS PART OF FURTHER EDUCATION: AN IMPLEMENTATION PLAN FOR COMMUNITY COLLEGES IN GAUTENG PROVINCE

Thank you for your application to conduct research dated 26 July 1999, in connection with the above.

Approval is granted that you may conduct interviews with GDE officials and administer your questionnaire to 33 technical schools in Gauteng.
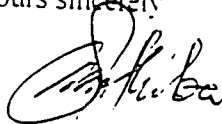
Permission is subject to the following conditions:

- The District Directors concerned are to be informed that you have received permission from the Gauteng Department of Education to conduct your research in GDE schools. Annexure A containing the contact particulars of the District Directors is attached.
- Please show this letter to the school principal and the chairperson of the school governing body as proof that you have received the Department's consent to carry out the research as detailed above. The letter places no obligation to schools to participate in the research.
- A letter/document which sets out a brief summary of your intended research should please be made available to the principals of the schools concerned.

- Please obtain the goodwill and co-operation of the principal, chairperson of the governing body, students and teachers involved. Persons who offer their co-operation will not receive any special benefit from the Department, while those who prefer not to participate will not be penalised in any way.
- You must conduct your research after school hours and the normal school programme should be interrupted as little as possible. The principal should be consulted as to the times when you may carry out your research.
- The names of the school and teachers may not appear in your dissertation without their consent.
- Please supply the Department via the Research Unit with a bound copy of the dissertation. You may also be requested to give a short presentation on your findings.
- Please supply the Directors in whose districts the schools are located with a brief summary of your findings.

The Department wishes you well with this project and looks forward to hearing from you in due course.

Yours sincerely

THOMAS MATHIBA
DIRECTORATE FOR INFORMATION: RESEARCH UNIT

APPENDIX B

Dear Sir/Madam

In an attempt to redress past imbalances in terms of education provision, it is anticipated that community colleges as part of a education and training (FET) sector in South Africa could play a pivotal role in the implementation and development of the South African society.

Existing further education and training institutions (such as technical colleges and some teacher colleges) provide a wealth of infrastructure both in terms of physical and human resources. However, the questions which need to be researched are as follows:

- How could the existing FET institutions be transformed into community colleges?
- What could be done to ensure that the merging of the existing technical and some teacher colleges is done in a responsible and well thought out manner?
- What should the nature of community colleges in the future education dispensation be?
- What should the policy for community colleges dictate in terms of access, financing, student support, capacity-building, programmes and governance?

To enable me to formulate a framework for the establishment of community colleges in South Africa, your inputs and perspectives are imperative and will be highly appreciated.

Kind regards

Lekhotla Mafisa
Researcher for Gauteng Department of Education
Ph. D. Student

		S T R O N G L Y D I S A G R E E	D I S A G R E E	N O T S U R E	A G R E E	S T R O N G L Y A G R E E	
THE NEED FOR COMMUNITY COLLEGES							
A1	Community colleges have a pivotal role to play in the reconstruction of the South African society	1	2	3	4	5	(1)
A2	Community colleges would have no impact in the economic development of South African society	1	2	3	4	5	(2)
A3	Community colleges have little to offer in the social upliftment of the society	1	2	3	4	5	(3)
A4	Community colleges could decrease the rate of joblessness in South Africa	1	2	3	4	5	(4)
A5	Labour market consideration is the determining factor for the establishment of community colleges	1	2	3	4	5	(5)
MERGING OF EXISTING FURTHER EDUCATION AND TRAINING INSTITUTIONS INTO COMMUNITY COLLEGES							
A6	Existing physical structures provided by teacher colleges/technical colleges should be utilised for community coleges	1	2	3	4	5	(6)
A7	The human resources provided by the existing teacher/technical colleges should utilised for community colleges	1	2	3	4	5	(7)
A8	The existing teacher/technical colleges should continue with their functions	1	2	3	4	5	(8,)
A9	Community colleges should be developed independently from the existing teacher/technical colleges	1	2	3	4	5	(9)
LOCATION OF COMMUNITY COLLEGES							
A10	Community colleges should be planned in accordance with the existing education districts	1	2	3	4	5	(10)
A11	The geographical location of community colleges should be determined according to regional needs	1	2	3	4	5	(11)
A12	Community colleges should preferably be established in big cities so that more people can utilise them	1	2	3	4	5	(12)
A13	The establishment of community colleges in rural areas should receive preference	1	2	3	4	5	(13)

		STRONGLY DISAGREE	DISAGREE	NOT SURE	AGREE	STRONGLY AGREE

ADMISSION AND ACCESS

A14	There should be flexible admission requirements for the enrolment of students into community colleges	1	2	3	4	5	(14)
A15	Recognition of prior learning should form part of consideration for admission into a programme	1	2	3	4	5	(15)
A16	Admission requirements are necessary in cases of more formal courses	1	2	3	4	5	(16)

ADVOCACY AND PARTNERSHIPS

A17	Community colleges should a play vital role in the advocacy of their programmes	1	2	3	4	5	(17)
A18	Partnership of community colleges with business serves no purpose	1	2	3	4	5	(18)
A19	There is a need for the rectors/principals (of community colleges) to act as public relations officers in order to pep up advocacy campaigns for community colleges	1	2	3	4	5	(19)
A20	There is no need for the national/provincial departments of education to engage in advocacy campaigns for community colleges	1	2	3	4	5	(20)
A21	Stakeholder involvement in the overall management of community colleges is necessary	1	2	3	4	5	(21)

EFFICIENCY AND EFFECTIVENESS

A23	Programme (learning and teaching) planning is necessary for the success of community college delivery	1	2	3	4	5	(23)
A24	Programme (learning and teaching) management should not receive priority in community colleges	1	2	3	4	5	(24)
A25	Financial management is not a key factor in the management of community colleges	1	2	3	4	5	(25)
A26	Management of information systems is an important factor in community colleges	1	2	3	4	5	(26)

		STRONGLY DISAGREE	DISAGREE	NOT SURE	AGREE	STRONGLY AGREE	
FINANCING							
A27	Community colleges should primarily be funded by the state	1	2	3	4	5	(27)
A28	Funding of community colleges should be based on the number of students enrolled at a specific institution	1	2	3	4	5	(28)
A29	Students should not pay for any tuition at community colleges	1	2	3	4	5	(29)
A30	There should national aid scheme for FET students						(30)
A31	Provincial departments of education should provide financial aid scheme for FET students	1	2	3	4	5	(31)
A32	Funding should be based on programmes offered at community colleges	1	2	3	4	5	(32)
A33	Students should take full responsibility for their tuition at community colleges	1	2	3	4	5	(33)
GOVERNANCE							
A34	Provinces/regions should have ample autonomy to establish community colleges	1	2	3	4	5	(34)
A35	FET statutory bodies at national level should advise on policy issues of community colleges	1	2	3	4	5	(35)
A36	FET statutory bodies at provincial/regional level should advise on implementation strategies	1	2	3	4	5	(36)
A37	Non-statutory bodies such as transformation forums (comprising of community stakeholders) should advise on the general development/transformation of community colleges	1	2	3	4	5	(37)

		V E R Y L O W	L O W	A V E R A G E	H I G H	V E R Y H I G H	
	HOW IMPORTANT DO YOU VALUE THE FOLLOWING AS FOCUS AREAS FOR PROGRAMMES IN COMMUNITY COLLEGES						
A38	ARTS	1	2	3	4	5	(38)
A39	SCIENCE	1	2	3	4	5	(39)
A40	VOCATIONAL-TECHNICAL PROGRAMME	1	2	3	4	5	(40)
A41	NON-DEGREE/CERTIFICATE/DIPLOMA	1	2	3	4	5	(41)
A42	ENTREPRENEURIAL COURSES	1	2	3	4	5	(42)
A43	ADULT EDUCATION	1	2	3	4	5	(43)
A44	EARLY CHILDHOOD EDUCATION	1	2	3	4	5	(44)
A45	COMMUNITY DEVELOPMENT PROGRAMMES	1	2	3	4	5	(45)
A46	PERSONAL DEVELOPMENT PROGRAMMES	1	2	3	4	5	(46)

APPENDIX C

A STUDY FOR THE ESTABLISHMENT AND DEVELOPMENT OF COMMUNITY COLLEGES AS PART OF FURTHER EDUCTION: AN IMPLEMENTATION PLAN FOR COMMUNITY COLLEGES IN GAUTENG PROVINCE

o   This is a study which intends devising an implementation plan for community colleges/ further education and training institutions. By completing this questionnaire, you can help in mapping the way towards an implementation plan for community colleges.

o   Anonymity and confidentiality will be maintained in this study

o   Please answer each question in accordance with your opinion of further education and training institutions.

o   Please note that **Further Education and Training** (a Band which is above General Education and Training and below Higher Education and which makes provision for FET institutions) will be abbreviated as FET.

o   The term **community college** is used interchangeably to refer to further education institution such as a technical college or a private college.

A. Name of a person?_____

B. Position held in institution?_____

1   CURRICULUM

What should be important considerations which should inform curricula in community colleges?

2   ACCESS

How important is the concept of access in community colleges?
In what way can it be implemented?

3   PARTNERSHIPS

Why should business play a role in the development of community colleges?

4   FINANCING

What problems do you anticipate in the implementation of programme funding?

5   GOVERNANCE

What would be the significance of both statutory and non-statutory bodies in FET?
What could be the rationale for the institutional reorganisation of the teacher colleges and technical colleges?

6   HUMAN RESOURCES DEVELOPMENT

What could be the rationale for human resources development in community colleges?

APPENDIX D

Map of Gauteng Technical Colleges in the five sub-regions

Greater Johannesburg
- Johannesburg
- Eastside
- Parktown
- Highveld
- Alexandra
- George Tabor
- Molapo
- Roodepoort
- Dobsonville
- Technisa

Greater Pretoria
- Atteridgeville
- Thuto Matlhale
- Pretoria
- Pretoria West
- Centurion
- Shoshanguve

West Rand
- Carletonville
- Krugersdorp
- Randfontein

East Rand
- Alberton
- Benoni
- Boksburg
- Brakpan
- Germiston
- Isidingo
- Kempton Park
- Lazarus Nhlapo
- Springs
- Thlomoa
- Usizo

Vaal
- Lekoa
- Vanderbijl
- Vereeniging