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Design Evaluation of Draft Policy on Community Colleges

Evaluation No: RFP51/2014

Final Report Prepared for DPME/DHET

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Final Report

Table of Contents

Acronyms and Abbreviations

AICTE	All India Council for Technical Education
AET	Adult Education and Training
DG	Director General
DBE	Department of Basic Education
DHET	Department of Higher Education and Training
DPME	Department of Planning, Monitoring and Evaluation
DoE	Department of Education
CWPs	Community Works Programmes
EPWP	Extended Public Works Programme
GETC	General Education and Training Certificate
LTSM	Learning and Teaching Support Materials
NASCA	National Senior Certificate for Adults
NEPF	National Evaluation Policy Framework
NVEQF	National Vocational Education Qualification Framework
NEETS	Not Employed, in Education or Training
NICE	National Institute for Community Education
NSF	National Skills Fund
NYDA	National Youth Development Agency
PALCs	Public Adult Learning Centres
PED	Provincial Education Department
PCC	Policy on Community Colleges
QCTO	Quality Council for Trades and Occupations
SAIVET	South African Institute for Vocational Education and Training
SETAs	Sector Education and Training Authorities
TOC	Theory of Change

TOR	Terms of Reference
TVET	Technical and Vocational Education and Training
UNESCO	United Nations Organization for Education, Science and Culture

Executive Summary

1. Background

Despite extensive discussion on the establishment of community colleges in the early nineties, there has been no policy in this regard. Recently, the Department of Higher Education and Training (DHET) amended the Further Education and Training (FET) Colleges Act (Amendment Act, No. 1 of 2013) to provide for the creation of a new type of colleges, community colleges. It is envisaged that existing provincial Public Adult Learning Centres (PALCs) will be transferred from provincial to national administration under DHET and will in time be transformed into community colleges.

Following on the FET Amendment Act (2013), the White Paper for Post School Education and Training[1] (DHET, 2013) acknowledged the dearth of education and training opportunities for adults and post-school youth. It also raised concerns about the quality of the Adult Education and Training (AET) system in general including its failure to meet the needs of adults and youth to gain labour-market and sustainable livelihood- skills. These pressing problems make the community college an urgent necessity. DHET therefore developed a draft Policy on community colleges (PCC). In addition to releasing the draft for public comment, DHET together with the Department of Planning, Monitoring and Evaluation (DPME) commissioned a design evaluation of the draft PCC.

2. Policy purpose

The draft PCC has two stated purposes:

Function shift and guiding the management of Public Adult Learning Centres (PALCs) from the provincial education departments to DHET. Adult Education and Training will become the exclusive competence of DHET. The underlying intent would be to ensure that the PALCs continue to operate, and are transformed over time to a more effective means of operation where they are linked to district-level community colleges.

- *To provide a framework for the establishment of community colleges where community colleges are understood as a new institutional form in the South African context.* The consultant understands that this framework will need to comply within the general policy on community colleges established in the White Paper for Post-School Education and Training (DHET, 2013, pp20-24) as well as the provisions of the FET Amendment Act (DHET, 2013). In particular, given the intention in both the White Paper (p.23) and the PCC (p.9) to establish new (pilot) community colleges, this framework would need to guide their development and ensure that they give practical expression to the vision of the White Paper

[1] The ToR refers to the Green Paper on Post-School Education and Training. This has subsequently been revised, approved and released as a White Paper at the end of 2013.

3. The purpose of the evaluation

The main purpose of this evaluation is to assess the relevance and appropriateness of the draft PCC, with a particular focus on its fitness for purpose, its internal and external coherence, and its readiness to be implemented.

The timing of the evaluation coincided with the release of the draft PCC for public comment.

The findings of the evaluation were intended to feed directly into the policy refinement process. The draft PCC was finally only released in November 2014, instead of the anticipated date of July, which meant that this final report was not complete prior to the refinement process. However Stakeholder Meetings and a presentation to DHET officials in February and March, 2015 provided the findings to DHET to include in the refinement.

4. Evaluation Approach

A policy *design* evaluation approach was specified in the terms of reference (ToR). This was the first **policy** evaluation conducted by DPME and was thus was intended to serve to pilot an approach to policy design and development process in South Africa in the future. (Until now, DPME has commissioned **programme** evaluations.)

The ToR required that a Theory of Change and Logical Framework matrix be developed as part of the evaluation as this had not been done earlier. These drew on the implicit Theory of Change evident in the White Paper and in the draft PCC, and were used to frame the evaluation (along with the findings of the international literature review as well).

A qualitative approach was used in the design evaluation. Methodologically, this included: A review of literature and policies and the development of the Theory of Change and Logical Framework matrix. Key findings of the international literature review and the underpinning logic of the Theory of Change were used to frame the analysis of the draft policy.

Individual and focus group interviews were conducted with a range of senior DHET and provincial Adult Education and Training (AET) officials, as well as representative from national Treasury and the Auditor General's Office; and a conceptual analysis of the draft Policy according to the key evaluation questions. The findings and recommendations of this design evaluation were presented at a stakeholder validation workshop where the results from the evaluation were confirmed and accepted. A presentation was also made to DHET officials. Inputs from both these processes were used to finalise the evaluation report.

5. Response to the evaluation questions

5.1 Is the draft PCC internally coherent, and is it aligned with other relevant pieces of legislation?

Embedded in this overarching question are a number of components which include: an understanding of the type of needs identification process that was undertaken as part of the preparation of the draft PCC; the extent of consultation with stakeholders; the alignment of the draft PCC with other relevant legislation; as well as alignment with any relevant United Nations agreements.

Overall it was found that a more thorough needs analysis is required and there has been a lack of stakeholder consultation in the development of the draft PCC.

With respect to the two purposes of the draft PCC identified in section 2 above (function shift and establishment of a new institutional form), the logic underpinning both follows automatically from the Further Education and Training Colleges Amendment Act, 2013 and to this extent it is logical. However, this Act was passed without prior policy, that legislation preceded policy is in and of itself problematic. No rationale for either the function shift or for the establishment of the community colleges is provided in the draft PCC. Furthermore, no guidelines are provided in either case for the management of either of these processes.

The draft PCC does not elaborate on the purpose and form of community colleges beyond that contained in the White Paper on Post-School Education and Training (DHET, 2013). Moreover, it does not elaborate on the unique character of community colleges. This, together with the lack of a clearly articulated "ethos and mission" (Draft PCC Section 1.17: p6) and the tendency to use the TVET College model as a default, could undermine the focus and potential efficacy of community colleges.

The lack of any detail pertaining to the resourcing and the management of the function shift and the establishment of the community colleges is a significant omission.

Alignment with relevant policies and legislation is weak. A number of related policies are listed but linkages are not made in the draft PCC. There are also a number of policies, including the Draft Policy on Qualifications in Higher Education for Adult Education and Training Educators and Community Education and Training College Lecturers (DHET, 2014) The Draft Social Inclusion Policy Framework for Public Post-School Education and Training Institutions (DHET, 2014) and the Draft National Youth Policy (Government Gazette No 38393, 2015) are not mentioned at all. The draft PCC is principally aligned with the Unesco Education for All goals or the 2030 Sustainable Development Goals, but this is not articulated in the draft policy.

5.2 Is the draft policy's theory of change (logic) appropriate, and is it sufficiently robust to address the problems of youth and adults that have been identified in the policy?

No explicit Theory of Change had been developed for the draft PPC. However when reflecting on the implicit Theory of Change underpinning the White Paper and the draft PCC, it is clear that there is a significant disjuncture between the draft PCC and the White Paper on Post-school Education and Training (2013). In the White Paper, a much more creative, diverse and contextually relevant system is envisaged. cs with Community Learning Centres and partner sites in a decentralised and network type system responsive to local needs is proposed.

The retrospective Theory of Change developed by the Consultant drew extensively on the White Paper and identified a range of components necessary for the development of community college that are omitted entirely in the draft PCC.

In conclusion, the answer to the question therefore has to be that the draft PCC's implicit theory of change is not appropriate and sufficiently robust to address the needs of the identified youth and adults.

5.3 To what extent is the draft PCC measurable and therefore capable of being evaluated in the future?

To what extent is policy delivery of the draft PCC in the future measurable, as presently defined?

The lack of detail related to targets, timelines and quality criteria, leads to the conclusion that the draft PCC as currently constructed is not measurement or evaluation friendly. Specific targets and detailed indicators are not provided, except in the case of all the provincial AET staff being absorbed into the national department.

While the figures quoted in the White Paper (DHET, 2013) related to the envisaged increase in enrolments to approximately 1 million in 2030 make it clear that the potential target group is extremely large, however, no targets for enrolment in Community colleges or graduate targets are provided in the draft PCC.

In addition there are a number of silences in the draft PCC on resource allocation and capacity: does DHET have the resources to implement the proposed policy, in terms of staff, skills, money, training, expertise? Is DHET able to offer the necessary support in terms of facilities, equipment, and other support available for the proposed policy? Clearly then, there are no indicators developed in these respects and therefore no means of measuring whether the targets are met.

Apart from the requirement, that community colleges submit prescribed data to the DHET, which relates to policy implementation compliance, there is no reference to any process related to a review or evaluation process related to the draft PCC.

The lack of any discussion on data collection and on the current need to building an effective data system for the AET sub-system within DHET is an important omission.

Which stakeholders contribute to the results of the policy, what are their contributions and what are the implication of these for policy coordination and programme delivery?

As the Theory of Change shows, all the stakeholders mentioned in this section (the quality councils, the proposed South African Institute for Vocational and Continuing Education and Training (not as yet established) Universities and TVET Colleges and the SETAs) play a key role in contributing to the policy success.

The implication of having such a broad stakeholder base, is the need for the DHET to play a strong coordination and management role to ensure coherence. It is for this reason that one of the key outputs of the draft PCC Theory of Change is the establishment of a national Chief Directorate or branch and regional AET directorates with the mandate and capacity to engage productively with a range of partners. Unless the national and regional directorates are fully functional, the positive results of the draft PCC will be impossible.

5.4 To what extent is the draft PCC ready to be implemented?

A close analysis of the draft PCC has shown that there is only a legalistic framework for managing the shift of the provincial AET centres to the control of DHET (the so called 'function shift') but no management plan, not even in the broadest terms. Equally there is only a legalistic framework for establishing the community colleges, and only a broad plan for piloting them. No framework nor

guidelines for establishing community learning centres that are associated with the community colleges were evident.

There is also no mention made of departmental agencies or units that will be tasked with the design and development of programme offerings and learning and teaching support materials. No guidance is provided on any of the related programme provision processes in the draft PCC. The draft PCC is also silent on the matter of educator qualifications and professional development. There is no mention of an education information management system (EMIS) which is key for planning, monitoring and management and most importantly, there is no mention of how this new institutional type will be resourced.

Given the silence and/or weak articulation in the draft PCC of all the above mentioned components of the proposed community college sub-system, it can be argued that the draft policy is not ready to be implemented.

Furthermore, it is also not clear, to what extent the DHET has the drive and planning capability to achieve the policy. Interviews revealed that DHET officials (in the Adult Education and Training Directorate and in the people responsible for the function shift) do not own the policy. Other DHET officials interviewed either generally knew little about the policy, though they approved of the White Paper perspective (and as seen in the Principles in Section 2.1). Equally, provincial AET officials interviewed complained of not having been adequately consulted regarding the draft PCC.

6. Conclusions and recommendations

The policy, as it stands serves two main purposes. One purpose is the function shift of the public adult learning centres, previously managed by the provincial departments of education, to the oversight of the Department of Higher Education. The second is the initiation of a new institutional form of education and training provision, the community college (and its associated community learning centres). It is clear from the analysis documented in our report that neither purpose is adequately served by the draft policy document.

6.1 Conclusions and recommendations in respect of function shift

Whilst it is acknowledged that the PALC system is largely dysfunctional (as noted in the draft Policy, the White Paper (DHET, 2013), and the Report of the Auditor General (2014) there is little in the Draft policy that indicates a detailed plan or process to improve the situation to ensure that these centres become functional.
We conclude as follows:

6.1.1 The plan to nominally consolidate PALCs into one community college may actually replicate all the problems of the past system, particularly in the larger provinces where little district or local support was given to these centres.

6.1.2 The model may actually disadvantage those PALCs that in certain provinces are functioning well and are supported by district or regional officials.

6.1.3 The lack of any estimation of budget requirements in the draft policy document, allied with the known past experience of the difficulties in the re-allocation of money previously given to the provincial departments of education (after the closing of the teacher training colleges and the shift of the FET colleges to national), suggests the likelihood of a shortage of funding and other resources to do anything by way of

improving functionality.

6.1.4 The lack of buy-in to the function shift proposal from the officials who were previously in the provincial adult education and training directorates or units is potentially disruptive. In particular their scepticism about the amalgamated PALCs being designated as a community college must be ameliorated.

6.1.5 The concept of a new institutional form of community colleges being associated in the public mind with what is in effect simply the old dysfunctional PALC model renamed will severely undermine the potential of an inspirational educational development.

Recommendation 1

1.1 Ideally PALCs should remain as PALCs under Regional offices but the FET Amendment Acts (2013) and the (November 2014) Government Gazette 38158 preclude this. Accordingly, there needs to be a differentiated conceptualization of how the merged PALCs are meant to operate in different provincial contexts. It is known for example that Gauteng AET is administratively more successful than other provinces and has a fairly large AET staff.

1.2 A more comprehensive policy and plan must be developed that deals with the ongoing (even if only interim) existence and support of youth and adult learners at the old PALC sites. Key outcome, performance indicators, and sectoral coordination structures must be detailed. This is not to be confused with the policy and plan for the new institutional form of Community Colleges.

1.3 The name "Interim community college" is inappropriate and misleading. An alternative should be found.

1.2 A more comprehensive policy and plan must be developed that deals with the ongoing (even if only interim) existence and support of youth and adult learners at the old PALC sites. Key outcome, performance indicators, and sectoral coordination structures must be detailed. This is not to be confused with the policy and plan for the new institutional form of Community Colleges.

1.3 The name "Interim community college" is inappropriate and misleading. An alternative should be found.

6.2 Conclusions and recommendations for a new institutional form

In respect of the **setting up of a new community college system**, we conclude as follows:

6.2.1 That although the draft Policy provides some details on many of the aspects needed to set up a community college system, there is insufficient information supplied about most of them. The policy value-add of the PCC is, therefore, unclear and the description of the new institutional type (form) in South African education and how it is to be built is inadequate and, at points, entirely lacking.

6.2.2 That what is proposed in relation to the setup of the pilot colleges (as well as the PALC conglomerate colleges) slavishly follows the TVET legislation and does not appear to meet the principles (set forth in section 2 of the draft PCC) nor reflect the vision in the White Paper (DHET, 2013) and the Task Team report (2012) of a decentralised system close to learners.

6.2.3 That the Task Team report notion of a local network of community learning centres supported by community college has been totally inverted to one of a centralised community college modelled on a TVET college which may have some satellites. This is extremely problematic given the need for community colleges to be easily accessible to youth and adults.

6.2.4 That the draft Policy gives no attention to the key concept of community learning centres, except to say that their heads must be appointed by the Minister. This latter proposal seems highly over-centralised and cumbersome and appears to bypass the community college Councils as governing bodies). It also appears that little attention has been given to the examination of the community learning centres and how they could be supported and networked effectively.

6.2.5 That the minimal consultation in preparation for the draft PCC that has taken place to elaborate on the broad conception of community colleges contained in the White Paper (DHET, 2013) proposals will jeopardise the potential of this new institutional form.

6.2.6 That the need for the DHET to establish a significant internal structure (such as a Branch) to handle the applied conceptualisation and, coordination building of this whole new sector has not been adequately prioritised. Given the seriousness of the Auditor General's report on AET, this is a grave shortcoming.

6.2.7 That the apparent lack of attention to the financing of the new system is hazardous.

6.2.8 Given that new programmes, curriculum and materials development will be crucial to improve the provision for youth and adult learners, that the absence of any proposal of an appropriate mechanism to facilitate the development of these crucial elements, is extremely serious.

Recommendation 2

Therefore we recommend that a more substantive and imaginative policy be developed that deals with the creation and sustainable continuation of a new institutional form of provision of adult and youth education in decentralised community learning centres supported by community colleges, and with the requisite resources, programmes, curricula, materials and educators and trainers. This policy process should commence with the development of a set of guidelines for the pilot Community Colleges, including the notion that they should incorporate a number of local Community Learning Centres (PALCs, PALC satellites or NGO Centres).

On the basis of this comprehensive policy for Community Colleges, the current legislation (Further Education and Training Colleges Amendment Act of 2013) must be reviewed and amended where appropriate to ensure that the unique character of Community Colleges as articulated by the White Paper (DHET, 2013) and the comments of the Minister's Advisor, drives the governance, management, staffing, and funding arrangements for the sector. This is in contrast to the current situation, where the legislation was developed in advance of the policy.

We note that this recommendation should in no way interfere with initiation of genuine pilots of community colleges.

2.1 Given the recommendation above, the new internal DG Task Team which we understand has been established to develop a comprehensive policy for community colleges is welcomed and is encouraged to embark upon a broad consultation process, especially with civil society.

2.2 DHET will need to establish a significant internal structure (such as a Branch) to be responsible for the applied conceptualisation and building of this whole new sector and to ensure that the crucial SAIVCET functions are made operational, especially in regard to programme and materials development.

2.3 A detailed project plan, with an accompanying monitoring and evaluation framework for the pilot implementation should be developed before implementation to ensure deliverables and timeframes are clear and that lessons can be extracted and documented to inform the full implementation of the new community college system.

1 Background

1.1 Current Policy

Despite extensive discussion on the possibility of the establishment of community colleges in the early nineties (see National Institute for Community Education. 1994, 1995, 1996)[2], the first White Paper on Education and Training (DoE, 1995) did not contain any reference to the introduction of community colleges. As highlighted later in this report, although the ***Adult Basic Education and Training Act*** **(DoE, 2000)**[3] was meant to provide for the establishment, governance and funding of public adult learning centres, it was largely a bureaucratic instrument and was never fully operationalized.

Recently the Department of Higher Education and Training (DHET) amended existing legislation in the form of the Further Education and Training Colleges Amendment Act,(No. 1 of 2013) – to provide for the creation of the new community colleges, out of existing Adult Education and Training (AET) Centres. It stipulates that a fully-fledged community college should be stable, well-governed and have an appropriate capacity so as to well respond to community needs. In terms of structure a community college should have a minimum size of 700 – 1000 learners, should be governed by a Council and should have a central campus that is headed by a Principal who is at Director Level. It should have satellite campuses that are headed by deputy principals who should be at Deputy Director Level. There should be a core of full-time staff that is supported by part-time academic staff. In order to enhance the quality of delivery, a community college should be well-resourced. The White Paper for Post School Education and Training[4] (DHET, 2013) acknowledges that educational opportunities for adults and post-school youth have been insufficient, and their quality has generally been poor. It notes that the existing AET system fails to meet the needs of adults and youth: to gain labour-market and sustainable livelihood- skills; for opportunities to complete Adult Basic Education and Training (ABET) or senior secondary- certificates; and for learning for general self-improvement or cultural and community development. Below is a summary of the White Paper related to the

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[2] National Institute for Community Education. 1994. A framework for the provision of adult basic and further education. Discussion document. Braamfontein: National Institute for Community Education

National Institute for Community Education. 1995. NICE proposals. A framework for adult basic and further education and training. Braamfontein: National Institute for Community Education

National Institute for Community Education. 1996. Training of community college educators and administrators in South Africa. Discussion document. Braamfontein: National Institute for Community Education

[3] Department of Higher Education and Training. 2000. ***Adult Basic Education and Training Act*** **52 of 2000.** Department of Higher Education and Training, Pretoria

[4] The ToR refers to the Green Paper on Post-School Education and Training. This has subsequently been revised, approved and released as a White Paper at the end of 2013.

establishment of community colleges:

1.1.1 To meet the needs of 3.4 million NEETS (Not in Employment, Education or Training) aged between 15 to 24 there will be a new system of community responsive community colleges that will grow in enrolment (from the current 265 000 in public adult learning centres [PALCs]) to 1 million by 2030 (p.23)[5]. The community colleges need to enable a second chance for youth and adults to gain a Senior Certificate or Grade 9.

1.1.2 These new community colleges will be multi-campus institutions which group together a number of existing public adult learning centres, for youth and adults who did not complete their schooling or who never attended school. They will be provided with adequate infrastructure and a critical mass of full-time staff. Though they will be public institutions they will be able to enter into partnerships with community-owned, private or church run education and training centres (p. xii).

1.1.3 In a pilot phase a community college will be established in each province.

1.1.4 They will offer formal programmes such as the General Education and Training Certificate (GETC for adults), Senior Certificate, and National Senior Certificate for Adults (NASCA) as well as vocational, skill-development and occupational programmes funded by Sector Education and Training Authorities (SETAs) and various departments such as EPWP (Extended Public Works Programme) CWPs (Community Works Programmes) CDW, and CHW.

1.1.5 The DHET will develop funding formulae with core funding to be complemented by SETA, NSF and private monies. Community colleges may charge fees but fees should be kept to minimum. As far as possible, students are to be "fully funded"

1.1.6 Community colleges must select suitable and qualified adult educators as staff and new staff must be so trained and old staff retrained. Community colleges must develop a qualifications policy and guidelines for the recognition of capacities and experience that exist within communities. Universities – and TVET colleges where appropriate – will be supported to develop capacity to train adult educators. University-based adult-education units could become hubs for training adult educators and promoting articulation in the post school sector, as well as becoming nuclei for research on the sector.

1.1.7 Community college principals will be appointed by the DHET and college councils will include ministerial appointments, community, local government, local business, and other post-school institutions.

[5] Department of Higher education and Training. 2013. White Paper for Post-School Education and Training: Building an expanded. Effective and Integrated Post-School System. Department of Higher education and Training, Pretoria

1.1.8 Monitoring and evaluation will be done by a division within the South African Institute for Vocational and Continuing Education and Training (SAIVCET)

The Community Education and Training Centres (CETC) Task Team, convened during 2011, also produced a report which has made some contribution to policy within DHET which has relevance to the introduction of community colleges. The report focusses on creating new pathways for youth and adults who are marginalised from the current education system and, are not in educational institutions and are often unable to participate meaningfully in the labour market due to the lack of appropriate skills and training. One of the most vulnerable groups is youth between the ages of 15-24 years who are not employed, in education or training (NEETS), and the post-schooling system, in its current form, does not provide viable educational opportunities for this group. The CETC Task Team Report (2012) contains proposals for i) community learning centres and ii) a new and differentiated college sector which includes the introduction of community colleges, though the shape and form of these institutions is not dealt with extensively in the Task Team Report.

The work of the National Planning Commission has also identified key outputs for the post schooling system, which include, among others, gradually expanding adult education offered in colleges; and building new public colleges.

1.2 Policy Purpose

The October 2014 Draft of the Policy on Community Colleges has two stated purposes:

Function shift and management of PALCs (Public Adult Learning Centres) so that they can continue to operate and are transformed over time to a more effective means of operation where they are linked to district level community colleges.

The creation of an entirely new institutional form -"the community college" closely linked to local and interest communities, and to pilot some at a limited number of sites (Department of Higher Education and Training, 2014, p.9).[6]

Overall, the Consultant understands that the purpose of the draft policy on community colleges (PCC) is to be a systemic intervention to create an enabling environment for promoting adult education initiatives. Therefore, it is also a mechanism for phased strengthening, coordination and expansion of current practice that exist in the Adult Education and Training (AET) system. Because of very large number of under-educated people in South Africa, the existing formal provision of Technical and Vocational Education and Training (TVET) Colleges and Universities does not meet the current demand. The proposed community colleges, a new institutional type, is therefore designed as a systemic response to add another tier to post schooling provision.

[6] Department of Higher Education and Training. 2014. National Policy on Community Colleges, (October 2014 Draft gazetted on 7 November 2014 – No 38158). Department of Higher Education and Training, Pretoria.

1.3 Evaluation Purpose

The main purpose of the evaluation is to undertake a design evaluation of the draft PCC, including its relevance and appropriateness, with a particular focus on its fitness for purpose, its internal and external coherence and its readiness to be implemented. It is understood that the findings of the evaluation will feed directly into the policy approval process spearheaded by the DHET.

At a high level, this entailed: Reaching clarity from the Minister of Higher Education and Training, his advisors and senior DHET officials of their intentions for the draft policy; and interrogating the underlying Theory of Change. However, as an explicit Theory of Change had not been developed, a part of the evaluation terms of reference (TOR) included the development of the Theory of Change and the associated logframe.

The key evaluation questions (in the ToR) to be answered relate to: (1) internal coherence, and alignment with other relevant pieces of legislation, (2) appropriateness and robustness of PCC Theory of Change and the PCC's ability to address the stated problems (in the policy) of youth and adults, (3) measurability of PCC, and evaluability in the future, (4) extent of policy readiness for implementation, including adequacy of resources and capabilities required to address the scale of the policy challenge.

The following aspects of the TOR are pertinent:

> The service provider will be expected to produce a coherent policy implementability assessment, and a related policy identification fiche, including Governance (function), Implementation model and strategy, Funding Arrangements (budget), Establishment (HR at national, provincial and provincial levels), and Implementation Schedule (including transitional arrangements).
>
> Implementation refers to policy implementation. The design evaluation is intended to provide information about the PCC's implementability to (1) the DHET, which may decide to modify the policy to improve its implementability; (2) any other stakeholders to provide comment and feedback on the PCC before its approval, in order to anticipate potential problems in implementation.

In order to undertake a sound design evaluation, it was important to ascertain a clear conception of purpose of the community colleges. This was necessary in order to clearly answer the question, why do we need this component of the Post Schooling sub-system? It is important that the rationale, role and function of community colleges are explicitly articulated. Of equal importance is an understanding of the proposed target group.

Other key related aspects addressed in the evaluation include the legal framework in which the community colleges will operate; the underpinning financial model; determining human resource capacity and mechanisms for ensuring appropriate human resource provisioning, especially educators; infrastructure requirements; governance and management structures; curriculum and student support systems and articulations mechanisms – particularly in relation to technical and vocational education and training colleges (TVET Colleges).

1.4 Overall Evaluation Approach

The Consultant was provided with the draft of the Policy on Community College (Gazetted in November 2014) to evaluate.

A *Design Evaluation* approach was specified in the TOR. In particular, this approach entails careful examination of the beginning steps of the policy process including the rationale for and purpose of the policy. As the policy was still in draft form and not finalised and no implementation has taken place, it was deemed to be a good opportunity to evaluate the policy design process with the view to strengthening as necessary. This is the pioneering (first instance) of a policy design evaluation in South Africa and at the draft policy stage before approval it is hoped that, going forward, this will serve as a model for the policy design process in South Africa.

A public consultation process on the PCC ran in parallel at the time of execution of this Design Evaluation. The results from both processes were intended to serve to directly inform the policy refinement process.

Typically, the Theory of Change and Logical Framework Matrix are developed ideally *before* the policy/ programme is evaluated.

Critically, the Continuing [Further] Education and Training Colleges Amendment Act, No 1 of 2013) which gives legislative effect to the function shift, i.e. the shift of the Public Adult Learning Centres (PALCs) from provincial administration to national DHET had already been gazetted (and was planned for implementation on 1 April 2015.

It is not the normal sequence of events to have an Act precede Policy.

1.5 Intended Evaluation Stakeholders and Users

Three groups of users have been identified: Users of the evaluation; those that are stakeholders and will need to be involved in revisions to the policy; and affected stakeholders who will be affected by the policy but are not directly involved in policy revisions or implementation.

Data collection for this design evaluation was therefore planned to focused on stakeholders and the intended users of the evaluation.

- The Minister of Higher Education and Training / Advisor Higher Education and Training
- Senior Management at DHET responsible for the design and implementation of the PCC
- Provincial AET Officials
- National Treasury
- The Auditor General
- Quality Assurance Councils - The QCTO (Quality Council for Trades and Occupations) and Umalusi
- South African Institution for Vocational and Continuing Education and Training (SAIVCET). However, as this institute has not as yet been established it was not possible to directly interview someone from SAIVCET).

2. Evaluation Design

2.1 Method

Guided by the main features of design evaluation, the approach focused on the consistency and coherence of the policy being evaluated. Key lines of investigation were pursued:

2.1.1 A literature review and analysis;

2.1.2 A review and analysis of relevant policy;

2.1.3 The development of a Theory of Change and Logframe Matrix;

2.1.4 Information gathering through individual and focus group interviews with key stakeholders to ensure a rich understanding of context;

2.1.5 A qualitative analysis of the DHET Draft Policy on community colleges;

2.1.6 Presentation of the findings and recommendations of the evaluation to a stakeholder validation workshop; and

2.1.7 Presentation of the findings and recommendations of the evaluation to a DPME/DHET Steering Committee meeting.

2.1.8 Inputs from both these processes were used to finalise the evaluation report.

The Draft *National Policy on community colleges* (DHET, October 2014) together with the FET Amendment Act No 1 (DHET, 2013); the relevant section of the *White Paper on Post-School Education and Training* (DHET, 2013); the Draft *Social Inclusion Polic*y (DHET, 2014); the Draft *Policy Qualifications in Higher Education for Adult Education and Training Educators and Community Education and Training College Lecturers* (DHET: 2014) and the Draft *National Youth Policy* (DHET, 2015) constituted the subject of analysis.

Additionally, the Consultant, in collaboration with the DPME and DHET, facilitated the development of the Theory of Change and Logframe. Given that these are key to the success of the policy design, as well as for all aspects of implementation, both these components are of seminal importance to this policy development process.

2.2 Literature and policy review and analysis

The review focussed on two aspects: An expert review of international literature and relevant policy and legislation.

The ToR included an extensive list of key legislation and policy documents which were to form part of the review. The key documents included, the FET Colleges Amendment Act No 3 (Government Gazette, May 2012); the Community Education and Training Centres Task Team Report (DHET, 2012); the Continuing (Further) Education and Training Colleges Amendment Act No 1 (Government Gazette, 2013) and the White Paper on Post School Education and Training (DHET, 2013)

Other key documents not listed in the TOR, but are also pertinent were also included. For example, three recent draft policies: The draft Social Inclusion Policy (DHET, 2014), the draft Qualifications in

Higher Education for Adult Education and Training Educators and Community Education and Training College Lecturers (DHET,2014) and the draft National Youth Policy (gazetted for comment in April 2015) and most recently, the Continuing Education and Training Colleges Act (2006) Establishment of Public Colleges (DHET, 16 March 2015).

The international literature review focussed on literature directly related to all aspects of community colleges. This provided information on policy and provides as well as an opportunity for comparative analysis and distillation of key lessons.

Both the literature and policy review served to generate a range of useful interview questions for use with selected respondents. The reviews also helped to develop a robust analytical framework for understanding some of the complexities involved in operationalizing and implementation of the Policy on Community Colleges (PCC).

2.3 Draft Policy on Community Colleges review and analysis

The evaluation of the draft PCC was undertaken in terms of the overarching evaluation questions specified in the TOR and highlighted in paragraph 1.3 above.

The underpinning Theory of Change logic and the data from the literature review (page 21 below) well as data from various interviews with key respondents was used to inform the design evaluation.

In line with the TOR requirements, the Consultant prepared a policy fiche, exemplar fiche/templates including the European Union fiche/template provided by DPME and the UNESCO Institute for Lifelong Learning templates for policy and implementation analysis template were reviewed and adapted to fit the purpose of the design evaluation. (See completed PCC fiche: Appendix 1).

2.4 Instruments

Ten qualitative instruments were developed. These were based on a combination of core questions that are similar for all respondent groups and a set of questions that are specific to the role played by each respondent/group. See interview and focus group instruments: Appendix 2.

The qualitative approach used in the interview process is underpinned by a developmental evaluation methodology advocated by Michael Quinn Pattern[7] .

The policy evaluation question schedules were generated from the following:

1. The TOR
2. Policy evaluation/analysis literature
3. Categories of data in the European Union fiche / template provided by the DPME and the

[7] Dr Michael Quinn Patton, 2011 *Developmental Evaluation: Applying Complexity Concepts to Enhance Innovation and Use.* London: Guilford Press.

Unesco Institute for Lifelong Learning templates for policy and implementation analysis template.

Given that the PCC is still in the draft policy stage, there has been no implementation of the policy so far (except for the 2012 and 2013 amendments to the Further Education and Training Colleges Act of 2006 which allows for the creation of community colleges from public adult learning centres [PALCs]), many of the traditional question categories in policy design evaluations were premature, (e.g. What has been the effect of the policy? How has it been implemented? What was the efficiency and effectiveness of the planning and administrative processes?).

Key stakeholders referred to in the TOR as "the key potential users of the evaluation results" were identified as also being the respondents. Names of key role players and functionaries to be interviewed were provided to by DHET at the June 12 briefing. See Appendix 3: List of interview respondents.

2.5 Limitations – respondents

Ideally the Consultant would have wished to expand the sample of respondents to include representatives from NGOs working in the AET field, representatives from embryonic community college- like structures (AETs) which represent examples of current good practice, representatives from the Task Team involved in researching the roles and functions of the proposed South African Institute of Vocational and Continuing Education and Training (SAIVCET) and representatives from TVET Colleges. However, the constraints of this evaluation as set out in the TOR (i.e. person days, the tight timeframe for the evaluation) meant that it was necessary to limit the interviews to the primary respondents/stakeholders listed above in section 1.5. As it is, the Consultant spent considerably more days than allocated on this evaluation.

Additionally, it was possible to get useful perspectives and input from various civil society and other respondents at the 19 March 2015 Stakeholder Validation Workshop.

2.6 Interviews

Interviews were conducted with key officials and stakeholders. As Appendix 3 shows, focus group interviews were conducted with stakeholders from the DHET and with provincial Adult Education and Training Personnel on the 2nd December 2014. In addition to the focus group interviews, one on one interviews were conducted with key DHET officials, a respondent from the Auditor- General's Office and one from National Treasury. All interviews were face-to-face with the exception of the interview with National Treasury that was conducted telephonically. The information gained from interviews helped to provide a rich understanding of implementation context and issues which helped to support the policy evaluation and, in particular, the feasibility of implementation. These findings are distilled and reflected below.

2.7 Theory of Change and Logical Framework

As part of the evaluation process, the Consultant developed a Theory of Change in consultation with key stakeholders DHET and provincial AET officials). The formulation of a Theory of Change serves to clarify the problem/s to be addressed and to provide a strategy (or strategies) for addressing the problem/s. The Theory of Change links actions to outcomes and defines a pathway that will be followed in an intervention in order to achieve a specific goal. While the Logical Framework Matrix

is a tool for improving the planning processes so as to optimize the successful implementation of an intervention. It consists of four key elements, namely objectives; causal links among activities, inputs, outputs, and objectives; assumptions underlying the causal linkages; and objectively-verifiable measures for evaluating progress and success. Section 4 of this report provides a detailed discussion on both the Theory of Change and the Logical Framework.

2.8 Responding to evaluation questions

Findings from the literature and document review; the logic and key components of the Theory of Change; and information from interviews conducted with various stakeholders was used to inform the Consultant's responses to the evaluation questions and the design evaluation of the draft PCC.

3. Literature Review

3.1 Introduction

This review of literature on community colleges and equivalent institutions looks at their purpose, their conception and policies relating to them, their institutional design and their implementation. It is in five parts:

3.1.1 Rationale for systems for meeting the educational needs of youth and adults
3.1.2 What is a "community college"?
3.1.3 Development of and variability in community college system design
3.1.4 Common implementation characteristics of community colleges
3.1.5 Impact of community colleges and new policy directions

The literature considered focussed on what could be seen as useful in the development of a **new and effective system of adult education/lifelong learning** which has the characteristics of having the necessary flexibility, multiple access points, dedicated institutions and strong differentiation to meet the multiple needs of adults and youth. In compiling this review, use was made of the substantial international literature review compiled by the Ministerial Task Team on Community Education and Training Centres (Department of Higher Education and Training, 2012a). Given that the purpose and context of that literature review is very similar to this one, some of its key findings have been cited where appropriate.

In addition, the sources for the Task Team review were re-examined for the purposes of this review.[8] Furthermore, a wide variety of other printed and internet sources were consulted. The list of references attests to the range. The voluminous literature on the North American community college systems somewhat dominates the discourse. Wherever possible information from other countries is cited.

It needs to be recognised that, in many countries, community colleges and other further education institutions developed organically over a long period of time and not by policy directive and subsequent implementation plan. Nowadays actual state policies relating to these institutions mainly revolve around funding (and accountability measures relating to that funding).

3.2 Rationale for systems for meeting the educational needs of youth and adults

The literature review of the Task Team (DHET, 2012a) comprehensively covered the rationale for placing emphasis on a comprehensive youth and adult education sector. Points made by the Task Team are summarised below:

[8] It looked broadly at the policy and contextual frameworks and environments that inform and impact on adult and youth education and their institutional settings. It focussed on developments the United States of America, the Scandinavian countries and South Korea (among the highly developed countries), Brazil, Russia, India, and China (the so-called BRIC countries) and on Botswana, Cuba and Venezuela (as developing countries).

3.2.1 Youth who are "Not Employed or in Education and Training" (the **NEET**s) are the subject of growing international concern because of their rapidly increasing numbers. From a somewhat narrow and conservative perspective, NEETs are seen as a potential source of political and economic instability.

3.2.2 However, latterly, the rationale internationally for a comprehensive **youth and adult education sector** highlights the evidence that youth and adults of all ages benefit from being literate and becoming better educated as they are able to improve their life chances, standards of living, and occupationally-based social status and are more able to protect their health, including avoiding sexually- transmitted diseases. Finally they are better able to take care of their own children, laying greater emphasis on their continuing in schooling. At the macro level, estimates of the costs to countries of illiteracy and under-education (in terms of lost productivity) have generated astounding figures for the annual loss to the GDP: Ecuador and the Dominican Republic (US$25 billion), the State of São Paulo in Brazil (US$209 billion) (UNESCO Institute for Lifelong Learning, 2010, p. 102), and South Africa (US$68 billion) (Gustafsson *et al* (2010, p. 4).

3.2.3 There are however differences between poorer developing countries and developed and rapidly developing countries. Generally, adult education policies in the former tend to **focus on literacy and basic education,** as their schooling systems do not encompass compulsory secondary schooling, or in some cases even compulsory primary education. The latter, notably the BRIC ones, are moving into a **broader lifelong learning framework**, where adult education is seen as the necessary condition for the development of modern society and economy. **More varied institutional forms (and governance models)** associated with continuing education in a complex society are being developed.

3.2.4 A number of countries have some kind of **constitutional reference to youth and adult education as a right**. Furthermore, often adult education policies espouse notions of empowerment but in practice they are symbolic embellishments to a mainstream formal system that prioritises the schooling system.

The Task Team makes clear that the international literature examined suggests that a successful adult education system must be backed by having well-articulated, officially ratified, comprehensive adult education policies (allied to strategic plans of some substance) and comprehensive legislation, and not just *ad hoc* funding legislation with short term goals.

Implications for the Policy on Community Colleges

The White Paper on Post-School Education and Training places unprecedented emphasis on the importance of a new institutional type to cater for the needs of an ever growing NEETs group as well as those who were systematically denied all but the most basic education opportunities under the apartheid system. It signals an intention to move beyond the aspirational notions of the right to lifelong learning, found in constitutional and other documents towards the acceptance of a comprehensive system of lifelong learning that recognises the fundamental importance of ensuring that all citizens need to be empowered to participate fully in social and economic life of the country. The PCC needs to build on the White Paper by giving practical expression to these intentions to systematically create a robust system of lifelong learning, and thus move beyond symbolic support for the system.

3.3 What is a community college?

Community colleges or their equivalent embrace a wide range of institutions providing post compulsory school education for adults and post-school youth that may start with (remedial) literacy and basic education but usually offer employment related vocational and technical training, computer and IT training, and courses for personal development. All of them tend to share an ethos and mission of service to the less advantaged sections of the youth and adult population.

The actual term "**community college**" is particularly associated with the North American institutions by that name but in many other countries these are called **Technical Colleges**, **Further Education Colleges**, [rural] **Community Polytechnics**, **Colleges**, and **Adult Education Institutes**. They are usually public, state regulated, institutions although there are a growing number of non-state (including for profit and non-profit) ones. They provide post compulsory school education that is distinct from higher education degrees offered at **universities** or **'four-year colleges**' (including **universities of technology** (or **polytechnics** or **institutes of technology**). The actual level ranges from secondary education equivalent, through basic skills training to higher vocational qualifications and associate degrees (two-year degrees).In developed countries such as the United States of America, and many developing countries such as India, adult basic education may also be provided at community colleges and adult education centres.

In the **United States of America**, community colleges[9] are post-secondary school institutions for **adults** founded on an earlier tradition of evening classes in numeracy and literacy for adults. They are primarily open access two-year public institutions providing tertiary education and limited higher education,[10] granting certificates, diplomas, advanced diplomas and two-year associate's degrees (as distinct from the full degrees of universities or four-year colleges), occupational and technical career education, adult and continuing education and community services[11], remedial and preparatory programmes, non-formal education and often e-learning or distance education. After graduating from a community college, some students transfer to a four-year liberal arts college or university for two to three years to complete a bachelor's degree and most community colleges provide articulation pathways to (and partial credits for) later degree study at universities.

[9]Community colleges are also sometimes called **junior colleges**, **technical colleges**, **technical institutes**, **two-year colleges**, or **city colleges**.

[10]Officially they are defined as any institution accredited to award the associate degree as its highest degree (Cohen, 2000, p. 4).

[11]These adult, continuing, and community education divisions of community colleges are often their most dynamic because they are less encumbered by restrictions. They can more easily develop new course offerings (vocational improvement and retraining for those already working, high school completion and adult literacy improvement, personal development and recreational courses, and community services such as arts events) because the courses usually do not carry credit and therefore are less subject to regulation by state education agencies. Community colleges can use non-credit offerings to learn more about the demands of the labour market, particularly in fast changing technology fields. If new needs and ready demand are found, this may lead to similar courses being developed that are credit bearing and articulated into complete certificate or degree programmes (Dougherty, 2010, pp. 100).

Current educational programmes are usually employment related vocational and technical training, computer and IT training, and courses for personal development. Courses are often timetabled for evening or weekends. Usually the cost to learners attending community colleges is far lower than other forms of post-school education and training. Community colleges primarily attract and accept students from the local community, and are often supported by local tax revenue.

They are a major provider of job training and retraining and the primary post-school education provider for the least advantaged. In particular they are a major supplier of workers for middle level or semi-professional occupations such as nursing, computer operations and car mechanics. These institutions grow in importance given the trajectory that in developed economies a large majority of new job openings will require at least some post-secondary education.

North American community colleges provide a **comprehensive** set of offerings including: career education (occupational and technical) – a two year Associate degree for students who will directly enter the workforce; transfer education – for students who aim, after gaining the Associate degree to transfer to a four-year institution to pursue a Bachelor of Arts or Science degree; developmental – compensatory and remedial education for high school graduates who are not academically ready to enrol in college-level courses; adult and continuing/community services – non-credit courses (including skills training) offered to the community for personal development and interest; industry training – contracted training and education paid for by a local company for their employees; distance learning – occurs online using one's computer and proctored (i.e. invigilated) exams; and support services (learning resource centres; academic, personal, and career counselling; information on financial aid and transfer programmes; and writing programmes).

An important finding from the Task Team literature review (Department of Higher Education and Training, 2012a) was that it was not a unique institutional form that was important but rather the degree to which adults and youth had easy access to whatever institutional form was used, and how successfully these provider institutions articulated with the conventional the post school education and training system. The one unique adult education institutional form, the Scandinavian Study Circles, has some limited analogy with South Africa's Kha Ri Gude literacy campaign structure of small learning groups and the Task team recommended that this campaign structure be integrated as part of the lowest level of a threefold new community college, the community learning centre.

The Task Team on Community Education and Training Centres also placed much emphasis on the notion of **community education** and notes that a proud tradition of such education has slowing diminished since 1994. It highlighted that there are competing ideological and philosophical traditions in community education ranging over the instrumentalist and the emancipatory (p. 56). They stressed that the 'idea that community education is 'organic' and that ideas, needs and wants come from members of the community rather than being imposed by outside people (even if they

are ‘experts’), is very important’(p. 58). However they did concede that community education is also seen as ‘embracing the formal as well as the non-formal systems, seeking to mobilise all forms of education, especially the primary and secondary schools, into the service of the community’.

Implications for the Policy on Community Colleges

Community colleges (and equivalent FET institutions) generally have a **clear institutional position** in the post-school and higher education systems in the more developed countries where they are post-school institutions (where compulsory schooling generally reaches 12th grade) offering formal higher education qualifications (even though some may provide an adult basic education equivalent to grade 12 for remediation purposes or provide support programmes in English and Mathematics).

The White Paper (DHET, 2013, p22) outlined some of the programmes that might be expected in the community college sector. These include general, vocational and skills development programmes and non-formal programmes. The PCC thus needs to create an imagination of the range of programmes that community colleges may offer and how these programmes will articulate to programmes offered by other institutional types in the country. It also needs to provide an enabling framework for active participation of the community in determining the wide range of programmes offered, including those of particular relevance to that community.

3.4 Development of and variability in community college system design

In the **United States of America**, in origin, community colleges were institutions for **adults** that carried on the earlier tradition of evening classes in numeracy and literacy for adults. The two-year curriculum was a response to financial difficulties – they required fewer teachers, resources and students to operate. A distinction grew between these two-year colleges and the more rigorous four-year universities which did research.

The focus on vocational and technical education grew particularly during the Great Depression and the Second World War. Later the professionalisation of school teaching further developed junior colleges and also, in the 1980s and 1990s led to partnerships with high schools to strengthen the articulation of curriculum and students between secondary and higher education. Conversely many community colleges, began as technical training colleges, but have evolved over the years to also offer the college transfer function.

Canada has developed a similar, though more state driven system of community colleges.

Morocco is piloting a new community college system (Hildebrand and Hirsch, 2014) via the creation of a legal framework for adult education centres; a quality assurance system; setting up a development fund; setting up an information and documentation centre (and virtual library) that provides access to international experiences with adult education centres; a feasibility study to define the partners, topics and financing models; and three pilot institutions. In the **Philippines,** a community school functions as a school during the day and towards the end of the day converts into a community college using the same staff as the school.

In **the United Kingdom** (excluding Scotland) the term ‘community college’ is applied to a secondary school which also provides some additional services and education to the adult community. The

equivalent to a North American community college is a post-school **college of further education**, where further education is post-compulsory education distinct from the higher education offered in universities. It includes post-compulsory school education, basic skills training and higher vocational qualifications such as Post Graduate Certificate in Education, National Vocational Qualifications, City and Guilds qualifications, Higher National Certificate, Higher National Diploma, and Foundation Degrees.

Further education may be used as a means to gain an intermediate or follow up qualification necessary to attend university, or begin a specific career path, e.g. Quantity Surveyor, Town Planner or Veterinary Surgeon.

The main institutional forms of further education in the UK (excluding Scotland) include further education colleges and tertiary colleges, specialist colleges (mainly colleges of agriculture and horticulture and colleges of drama and dance), adult education institutes and private training companies which work with colleges and employers to provide practical training and qualifications in subjects such as engineering, construction, ICT and health and social care. Some colleges are more specialised in a particular industry field such as art and design, catering, engineering or finance. They usually have strong links with companies and potential employers.

Courses and qualifications in vocational and academic subjects are offered at many levels. There are also Sixth form colleges offering A-levels, the International Baccalaureate as well as ordinary schools that offer these and further education National Vocational Qualifications.

From 2001 to 2010 further education in England was governed by a Learning and Skills Council (LSC), the then largest quasi-autonomous non-governmental organisation (a 'quango') which distributed funds through 47 local councils.[12] It was replaced in 2010 by a Skills Funding Agency as an executive agency of the Department for Business Innovation and Skills. It manages a budget for skills based training which is commissioned from a two tier of network of prime contractors.

In **India,** the large population engaged in the informal sector of the economy has very low levels of education and training. National skills development policy encourages skill development initiatives in order to make them employable and help them secure "decent work" (Ministry of Labour and Employment, 2009).

Apart from universities, Institutes of Technology and Technical Institutes (all of which offer degrees), India has a large number (about 35 000) of mainly (about 73%) small private colleges, which cannot provide degrees in their own name but are affiliated with central or state universities (Department of Higher Education, 2013).

There is a distinction between technical education and vocational education. Technical education is overseen by the All India Council for Technical Education (AICTE). Vocational education is overseen

[12]The Learning and Skills Council had a subsidiary Learning and Skills Improvement Service supporting the development of excellent and sustainable further education provision across the learning and skills sector but was closed in 2013. Many of its resources remain on a website: www.excellencegateway.org.uk/

by the Ministry of Human Resources Development and refers particularly to vocational education given in school grades 11 and 12.

There is a National Vocational Education Qualification Framework (NVEQF for polytechnics and engineering colleges that allows for (All India Council for Technical Education, No date b, p. [4]) :

> cross mobility of standards and their absorption in Industry with certain skill gained over a fixed period of time or their seamless integration into higher learning that enable them to acquire formal degree and higher skill so that they perform higher level jobs in Industry.

There are five categories of vocationally orientated (and not degree granting) post-school institutions: Industrial Training Institutes (ITIs) and Centres (ITCs), Polytechnics, Community Polytechnics, community colleges, and Jan Shikshan Sansthans (JSS).

The **Industrial Training Institutes** (ITIs) (state owned) and **Industrial Training Centres** (ITCs) (private) provide technically trained craftsmen and operators to industry. They are open to people who have completed 10 years of schooling and have a Secondary School Leaving Certificate. Courses range from one to three years and successful students take All India Trade Tests to gain a National Trade Certificate in the relevant trade. After two years of practical training in the industry and further testing a National Apprenticeship Certificate can be awarded. A 2003 World Bank report found that the ITIs were producing too many graduates with skills that were becoming obsolete and too few in emerging and informal areas of the economy. Mohankumar and Sanjay (2011) note criticisms of "rigid training structure, inefficiently trained vocational instructors, lack of state of the art infrastructure and weak linkage with industry." A number of ITI have been upgraded in recent years.

Polytechnics offer professional technical and vocational courses leading to diplomas. They train at the middle level and award diplomas. They are heavily funded by the state and were receiving 50 to 70% of capital costs and 80 to 90% of recurrent costs in the 2000s. Polytechnics are expected to have 5 to 10 extension centres in rural villages.(see below on Community Polytechnics) Local NGOs, Industrial Training Institutes and Vocational Secondary Schools should be involved in the establishment of these extension centres (Department of Higher Education, 2009, p. 11) . The whole implementation is to be implemented on the basis of an Annual Operational Plan from each of these polytechnics (p. 16). Funding norms are provided (pp. 19-24) as well as rules for the set-up of various monitoring and evaluation committees (pp. 25-29).

Community polytechnics are specifically devoted to community rural development and technology transfer. They provide short term non-formal, modular courses of 3-6 months duration. Multi-skill training may be offered to make self-employment viable in the rural economy (Department of Higher Education, 2009). In 2011 there were 617 community polytechnics run by the Ministry of Human Resource Development and about 60 others. Many of them are in fact entities within ordinary polytechnics with small staff complements and little integration with the main polytechnic and poor costing of the initiative and documentation thereof. The open access courses they provide are usually of 3 to 9 months duration and the content is often similar to that provided through vocational education in schools but much compressed and they result in no credit or qualification (hence there is no easy articulation with conventional polytechnics). Some free trade training is given and training courses are also run in collaboration with government departments and agencies. Direct community services and youth clubs are also provided.

Community colleges, as an alternative system of education, are a relatively recent development in India aimed particularly at the disadvantaged (All India Council for Technical Education. No date.). They are most prominent in South India and have been largely driven by NGOs. They are meant to provide appropriate skills development courses leading to employment (or self-employment) in collaboration and partnership with local industry. The industrial partners help "in designing the curriculum, providing part time instructors, serving as members of the advisory board and the governing board, taking students for internship and helping them to find job placement. ... The community college tries to respond to the deficiencies of the Vocational system through industry-institutional linkage, competence assessment, proper certification, training on site, life skills training and job oriented programmes decided on the basis of the local needs" (Mohankumar and Sanjay, 2011). Community colleges are easy to access and open to students from 16 to 47 years of age. They have flexible curriculums with courses in the areas of life skills, work skills, internship and preparation for employment and focus particularly on disadvantaged people (Jacqueline, 2012). Most of the early community colleges were established by non-profit and community based bodies and universities. Community colleges are partly a response to the need to rapidly increase the number of skilled industrial workers in India. Lack of recognition of community college qualifications has been a major problem as well as financial viability (Mohankumar and Sanjay, 2011).

India also has lower level **Adult Education Centres** as non-formal adult education institutions to provide literacy and early education and locally needed life skills and vocational training. The Adult Education Centres (**Jan Shikshan Sansthans** and previously **Shramik Vidyapeeths**) were initially set up in the late 1960s with aid from UNESCO as non-formal adult education institutions to provide literacy and early education and locally needed life skills and vocational training run by registered non-governmental organisations with lump sum annual recurring grants (with prescribed ceilings for various budget components) from the central government. They are supported by State Resource Centres and the National Literacy Mission Authority and also make use of the facilities of other agencies. Although the centres prepare courses and materials themselves there has been a move towards having standardised curricula. There is a strong emphasis on practice in the courses.

The Literature Review of the Task Team on Community Education and Training (DHET, 2012a, pp. 39, 40, 43) made the following findings:

> The international literature provides **little evidence of *unique* institutional forms** for youth and adult education provision (except perhaps for the Scandinavian study circles system). What was different and crucial about the successful institutional forms used was how easy it was to **access** them and how well they **articulated** with the conventional education system.
>
> A striking commonality in the literature is that **big and successful delivery systems have governance and planning nodes of some substance at both national and state/regional level** and that they have a **good degree of autonomy from the more conventional schooling bureaucracy**. They have a wide range of programmes in both type and mode of delivery and, because of the complexity of the field, various degrees of devolution. What is crucial is that there are **bodies or nodes of governance for whom adult education provision is their sole concern**, adequate funding, and rigorous assessment, monitoring, and evaluation. In many

cases the more operational institutes or centres are paralleled (also at various levels) by inter-ministerial and stakeholder representative councils.

The main state governance bodies are either a **substantial department or departments within an education ministry** (or equivalent) or a **relatively independent authority or agency** (though often under the formal control of a ministry) or **delegation of responsibility to local agencies** (either of government or civil society).

Many countries have multiple institutional forms of both **formal and non-formal** adult education all fully funded or subsidised by the state (in highly developed countries adult education provision tends to be done by civil society organisations funded by government).

Where central government is involved it tends to be in certification and quality control regulation and monitoring.

South Africa's 'Community College' Design

Prior to the 1980s, **South Africa** had a state system of technical schools and **technical colleges**. The technical colleges provided post-school vocational and occupational courses (and provided the theory aspects of apprenticeship education and training). Some were also legally empowered to provide higher education. Over time some also began to offer community courses (Raju, 2006, p. 4). In 1967 an intermediate institutional type was legislated for which changed some technical colleges into **colleges for advanced technical education** (CATE) that could provide higher education sector training and help lessen the shortage of skilled high level employees.

In the 1979 the CATEs were renamed **technikons** and firmly placed within the higher education sector. It was recognised that there was a set of higher education qualifications provided by them that differed from those of universities and were more practically orientated. The development of polytechnics in the United Kingdom also influenced these South African changes.

An essential historical resource on developments in the early 1990s is Silas Zuma's 1996 paper (Zuma, 2013) *A review of community college development in South Africa* which outlines the attempt, finally abortive in spite of all the effort that went into it, to set up a community college system in South Africa in the mid-1990s during the transition to a post-apartheid society. The National Institute for Community Education (NICE), a major influence on these efforts, developed coherent and detailed proposals for a system of community colleges (with open access, democratic governance, partnerships and cooperation, comprehensive curriculum and flexible scheduling and delivery) linked to satellite single- or multi-purpose community learning centres and workers learning centres (NICE, 1994, 1995, 1996). Various regions developed a number of innovative models (Reddy, 2001). By 1998 the National Department of Education had identified 30 of the 61 technical colleges as pilot sites for community colleges and the Human Sciences Research Council undertook a study of nine of these sites (Odora Hoppers, 2001b). Hoppers noted weaknesses in current policy

developments and institutional practice (Odora Hoppers, 2001a, pp. 10-12).[13] Eventually these models and proposals were ignored.

Meanwhile, the post-apartheid 1997 Higher Education Act recognised three types of institutions: universities, technikons and colleges as part of a differentiated higher education system. All the qualifications would be aligned to a new National Qualifications Framework (NQF) and the Ministry of Education would approve the particular qualification programme mix at particular institutions. Though the Ministry of Education regarded the technikons as providing career-orientated diploma qualifications they were subsequently renamed Universities of Technology. Universities of Technology may in fact be edging towards being "comprehensive universities" (Mentz, Kotze and van der Merwe, 2008, p. 36).

In 1998, Further Education and Training Colleges were formally instituted by law and all the previous technical colleges were in 2001 declared FET colleges and later in 2007 recapitalised and merged into 50 multi-campus FET colleges (with, on average five campuses per college). Subsequently control of these colleges has slowly transferred from being a provincial competence to a national one, with the process completed in the first quarter of 2015. In 2011 they were considered to be operating at only 75% of their student capacity with 300 000 students. They are generally considered to be underperforming and to being burdened by underprepared students though current policy envisages their massive expansion to serve 1 250 000 students by 2030 (National Planning Commission, 2012, p. 40) or even more according to Department of Higher Education and Training targets for 2030 (Department of Higher Education and Training, 2012b, p. 12) .

As part of the Department of Higher Education and Training's attempt to create a more coordinated post school sector, the FET colleges were renamed Technical and Vocational Education and Training Colleges in 2014.

Typically, they currently focus on three types of programme offerings:

> The national Curriculum Vocational (NCV). This is a three year qualification with a technical / vocation orientation. It is registered at level 4 of the NQF and is offered in parallel to the school-based National Senior Certificate (NSC) which has a more "academic" focus. The NCV curriculum is structured to include 60% theory and 40% practical. However, this qualification does not prepare students for immediate entry into the work place. After completing the NCV, students are required to do approximately two years of work experience. Thereafter doing so they may sit the national trade test skills in their field of specialisation to complete their qualification.
>
> The Report 191 lists national programmes N1 - N6 which are largely theoretical in nature and require candidates to complete an extended apprenticeship before sitting the national trade test.

[13]These were: Too long a period between policy formation and effective policy implementation; Little understanding of the substance and opportunities in existing policy; Department of Education ignoring of ongoing innovations in pilot sites; Lack of linkages between Departments of Labour and Education at provincial level; Lack of security of tenure for senior education leadership; Weak academic support programmes; Lack of a centre for curriculum development; Volatile and incomprehensible funding decisions.

Since 2012, occupational programmes have been offered by the Sector Education and Training Authorities (SETAs). These are typically skills based programmes with structured work integration.

The 2012 DHET Statistics show that the majority of students - 60% are registered on the N1-N6 programmes and 40% on the NCV programmes.

Grade 9 is a minimum qualification to enter into the NCV or N1-N6 programmes, although a growing proportion of students have Grade 12.

One of the key challenges of the South African TVET sub-system is the fact that currently there is no articulation between the TVET and any other education sector.

Implications for the Policy on Community Colleges

The international evidence is clear that a variety of institutional forms, funded and governed in a variety of ways, can be used to deliver post school education and training (at Adult Basic Education, Further Education and Training and the lower reaches of Higher Education) that would meet the South African requirements of redress, social justice and economic development. Some countries have a solid single institutional model (the North American community college), other have a flexible variety (such as India). South Africa could obviously learn much from, and benefit from the resources of, these countries.

What is important is that the White Paper (DHET, 2013) recognises that a *new* institutional type is to be developed, so whatever is implemented needs to cater for the wide range of educational needs of the target group, that are not catered for by the TVET and other existing Colleges and University sectors. In particular the institutional model, including its governance arrangements, need to be tailor-made for the purposes to be served and not to simply replicate arrangements in place for existing sectors.

3.5 Common implementation characteristics of community colleges

The institution of the community college and its equivalents, formed over a long period of time and not by clear policy or implementation planning directives, does however have a number of characteristic features that provide shape to the institutional form and the implementation of its operations. A number of these characteristics are examined below.

The demographics of community colleges

In the **United States of America** community colleges, some 96% of which are public institutions, comprise a quarter of all higher education institutions and serve about half of all post-secondary vocational training. Some 40% of all undergraduate students attend community colleges. They are the fastest growing sector of post-school education and training and growing twice as fast as four-year colleges (with growth increasingly made up of adults not youth). Community colleges enrol the greatest proportion of adult students in post-secondary education institutions (Van Noy and Heidkamp, 2013). They are particularly valued because of their local accessibility and low-cost – they attract students who live in geographic proximity and who seek low-cost post-secondary education. Attendance of students with less-educated parents is increased by the proximity to a college near to home.

There has also been a relative increase in adults choosing private, for profit institutions because their programmes are more demand-driven, flexible and shorter than semester-based community colleges. For-profit institutions enrol a disproportionate share of low-income students and those who are under-prepared for college.

In the United States of America community college students tend to be older and more ethnically and racially diverse (39% are 20 years or older compared to 27% at universities) and less dependent on their parents (65% against 90%) and from families with lower family incomes than university students and whose parents who had no post-secondary education. They are generally academically weaker than university entrants (Coley, 2000, pp. 10-13). Perhaps a majority of students see them as the route to future economic security, which is backed up by economic evidence (Barrow, Brock and Rouse, 2013, pp. 4, 7). The majority of students attend part-time (part-time being defined as attending less than twelve contact hours per week) and, as few community colleges are geared for residential students, only about 20% live in college residences.

Community college students have a much higher set of **risk factors** negatively associated with persistence and attainment compared to university students. The seven key risk factors are: delayed entry, enrolled part-time, worked full-time, financially independent, have dependents, single parent, and no high school diploma (See Coley, 2000, p.15). Though community colleges are open access, Haskins and Rouse, (2013, p. 2) note that:

> …only 34 percent of students from families with income in the bottom fifth enrol in college, compared with 79 percent from the top fifth and 68 percent from the next tier. Even worse, only 11 percent of students from the bottom fifth ever graduate, compared with 53 percent and 38 percent of students from the top two fifths.

Students whose financial aid is tied to academic performance tend to do better than those without this incentive (Barrow, Brock and Rouse, 2013, p. 8).

Proximity to a college near to home has a greater positive effect on college enrolment for children of less-educated parents than for other children (Jenkins and Rodríguez, 2013, p. 200).

Implications for the PCC

The demographic data reinforces what are the main strengths of community colleges – **low cost**, easy or **open access** and **local**. These are what advances the case for community colleges as a means to reach people disadvantaged by poverty and inadequate schooling. The PCC needs to ensure that it reinforces the characteristics that enable access to poorer communities, but that it is also cognisant of the systematic effort that will be required to ensure reasonable success rates amongst those that enrol.

Open access and responding to under-prepared students

Because in many cases the first community colleges and universities in the **United States of America** were instituted before there was major provision of secondary education there is a much stronger tradition than in other countries of **open access** (and the necessary corollary that the institution itself determines the capabilities of students admitted and provides preparatory programmes (remedial and developmental, including medium of instruction courses (in the United States of America English language instruction courses make up as much as one-third of humanities instruction at community colleges)). In recent decades the federal government has funded such developmental expansion which has encouraged enrolment growth and widened the demographics of student enrolment.

Scherer and Anson, (2014) (also see Fain, 2014 and Rao, 2004) argue that the open access admissions policies of community colleges allow in unprepared students (and particularly the already socio-economically disadvantaged) who have minimal hope of gaining a degree (given that half of community college students fail to complete a credential of any kind within six years of starting college) and who end up accumulating debt

In community colleges assessment and placement tests are used to determine the appropriate class level and basic skills or development courses or English language courses that may be required prior to enrolment in college level courses.[14]

Community college students are more likely than university students to be unprepared for the challenge of study at this level (Coley, 2000, p. 3), often lacking basic content knowledge, skills (including the application of such content knowledge to real-life situations and analytical skills), and habits of mind (including critical thinking, curiosity, acceptance of critical assessment, and toleration of frustration, ambiguity and occasional failure) (Venezia and Jaeger, 2013, pp. 119-120). Many such students who enter community college do not appreciate that they will struggle with college work unless they had achieved a certain level at high school (Bueschel, 2003, p. 30). Most community colleges provide assistance to adults in completing their secondary education by providing adult basic education, remedial ("developmental")[15] and "transitional courses"[16] courses though it is

[14]Current evidence shows that various standardised readiness tests are poor predictors and there is also no clear evidence that the most popular programmes and strategies for improving student success actually work and are cost-effective (Barrow, Brock and Rouse, 2013, p. 12, Venezia and Jaeger, 2013, pp.117, 120).

[15]According to Dougherty (2010, p. 100) there are difficult organisational issues related to whether developmental courses and programmes should be centralised in one unit or distributed throughout the college. Centralisation "allows for creating a cohesive, well trained staff of developmental educators." A distributed structure allows for more contextualisation in each discipline.

[16]Transitional programmes prepare non-traditional adult learners for college study (see Spohn and Kallenbach, 2004; Alamprese, 2004).

debatable whether community colleges really succeed in teaching the basic skills that schools failed to do. The open access policy of community colleges exacerbates this problem and may lead some high school students not studying effectively in high school as they know they will get into community college anyway (Colley, 2000, p. 30). A 2012 report (College Board Advocacy and Policy Center, 2012) looked at practices, institutional structures and policies that could support community college student success (see in particular pp. 33-40).

Generally, students who start college in adult basic-education classes do not succeed in eventually graduating with an Associate degree. Various projects are piloting schemes to improve this situation.[17] In other words, the idea that community colleges can easily "fix" under preparedness is false – remedial or "developmental" courses are not a panacea. Remedial education programmes that accelerate the pace of instruction and those that combine basic skills acquisition with college-level coursework may be the most effective. Remedial courses are also seen as often having a low level of academic demand thus not genuinely preparing students for later transfer to a four-year university.

The situation is worsened by universities increasingly abandoning remedial activities for underprepared students and redirecting students to community colleges (where, the assumption is, correctly, that there is more support for underprepared students) (Coley, 2000, p.4). "As a result much community college curriculum is remedial in nature." (Colley, 2000, p. 30, Grubb *et al*, 2011). Wombly and Townsend (2000, p. 296) also pose questions about whether community colleges need to distinguish between their role in adult basic education and their role in remediating (by providing for a second time what schools are meant to do). There is growing public concern that the educational system teaches the same individuals multiple times for the same skills at tax payers expense and that the schooling system should not be allowed to pass its ill-educated learners off to the next layer without accountability (Wombly and Townsend (2000, p. 288).

However, over the last 10 years, some 200 community colleges have come together in a network called *Achieving the Dream* which now leads the most comprehensive non-governmental reform movement in the USA for student success in higher education history. The network is committed to four overarching approaches to close achievement gaps and accelerate student success nationwide; guiding evidence-based institutional change; influencing policy reform to establish an environment that supports community college student success and completion; generating and sharing knowledge; and engaging the community to reach a common understanding of the barriers to student success and forged commitments to a shared success agenda.

Meanwhile, some writers argue that community colleges are a ghetto for the non-elite who are not in the universities and that the students are being trained to fit into business and industry in an environment designed to lower their educational aspirations and plans. (A counter-argument is that

[17]Only 3 percent of students who start college in adult basic-education classes earn a credential (Gonzalez, 2011). There are a number of projects aiming to improve this situation such as Accelerating Opportunity: a breaking through initiative (formally ABE to Credentials) (Mwase, 2012; Jobs for the Future, 2014) and Integrated Basic Education and Skills Training (I-BEST) (Washington State Board for Community and Technical Colleges, 2014). Some studies (e.g. Jenkins, Zeidenberg, and Kienzl, 2009; Wachen, Jenkins and Van Noy, 2010; Zeidenberg, Cho. and Jenkins, 2010; Van Noy and Heidkamp, 2013) suggest that results from these programmes have been very positive (e.g. I-Best students were three times more likely to earn college credit and nine times more likely to earn a credential (Gonzalez, 2011)).

a community college may serve as a relatively low-cost place for students to explore post-secondary education options and clarify and make realistic career plans.)

Implications for the PCC

The PCC needs to make clear its stance on access conditions to community colleges and to the various programmes offered. The policy needs to address the enormous challenges required in terms of placement test developments and remediation instruction that are needed to make open access real rather than a false mirage. Given the international evidence that even well-resourced community colleges and further education institutions in rich countries struggle with underprepared students, the issue of underprepared students must be confronted in the new South African community college policy as well as the cost of capacitating and running developmental programmes factored in.

Partnerships and community linkages

Local state and local government partnerships and links with the local community are a strong feature of the community college system in North America. The first full community colleges, as with universities, were local, municipal and denominational, rather than national initiatives, and legislation dealing with them followed their rise rather than initiated it. In addition **adult and continuing education and community services** have always been strongly supported by community colleges (Dougherty, 2010, p. 100). Community colleges often have extensive collaboration with local high schools.

The recent introduction in Morocco of three pilot community college/ *université populaire* type institutions has stressed the aim of developing a diversified system of adult education that would take seriously the anchoring of adult education centres in the community and their partnerships and cooperation with various partners in education and urban development (Hildebrand and Hirsch, 2014).

Implications for the PCC

In places such as North America and the United Kingdom further education was originally very much a bottom up development, done by local government and districts. South Africa's nationally driven highly centralised new policy described in the White Paper (DHET, 2013) is somewhat at odds with this and strategies to encourage strong local community partnerships will be required.

Transfer and articulation

A notable characteristic of community colleges in North America and further education institutions in Europe and elsewhere is the ease with which students can transfer to universities though there are ongoing problems with credit recognition for articulation (previously mainly done on an inter-institution basis though there is increasing state regulation of this). Pressure for such articulation is provided by the increasing number of jobs in advanced economies that require a degree (Wellman, 2002, p. v).

In the **United States of America**, overall about 22% of community college students transfer to universities and succeed there as well as students who began at university, and generally full-time community college students transfer twice as often as part-time community college students. However, students wanting to do a degree are less likely to succeed if they enter a community college rather than a university, Dougherty (2010, p. 96). There are varying views on this finding. Baker and Veléz (1996) argue that students who were able to attend a university but instead studied at a community college do as well and at a lower cost.

There are a variety of transfer and articulation structures to ease the transfer process. Predictably, the better staffed and better resourced community colleges have better transfer rates (Gross and Goldhaber, 2009).

Implications for the PCC t

The emphasis on articulation is evident. In South Africa, in spite of the National Qualifications Framework, transfer and articulation between further education institutions and universities has been poor. The issue of transfers of credits between community colleges and TVET colleges would also need to receive serious attention.

Governance

In the **United States of America** most community colleges have their own policies and regulations for governing the college and the employment of faculty[18], though in some cases there are state-wide Boards which regulate community colleges (and other higher education institutions). Good examples of institutional policy documents, regulations, procedures and guidelines are those of the Tennessee Board of Regents (2014a, 2014b) and the Alabama community college System (2014a, 2014b)[19], which can be accessed on the internet.

Other states have associations which provide similar regulation and policy development (e.g. Texas Association of community colleges (2013a) and the community college League of California (2014a)).

[18]These regulations usually cover regular, full-time personnel at institutions whose regular assignments include instruction, research, and/or public service as a principle activity, and who hold academic rank as professor, associate professor, assistant professor or instructor, senior instructor, or master instructor, and as senior vocational teacher, intermediate vocational teacher, vocational teacher) and academic tenure.

[19]In Alabama the State Board of Education, upon the recommendation of the Chancellor of the Alabama Community College System, is authorized to (Alabama Community College System, 2014b):

- Make rules and regulations for governing the Alabama Community College System;
- Prescribe the courses of study and the requirements for granting certificates, diplomas, and/or degrees;
- Appoint the President of each institution with each President to serve at the pleasure of the State Board of Education;
- Direct and supervise the expenditure of appropriations for the Alabama Community College System;
- Prescribe qualifications and establish a salary schedule and tenure requirements for faculty;
- Accept gifts, donations, and devises and bequests of money and real and personal property for the benefit of the Alabama Community College System;
- Promote interest in the Alabama Community College System among the citizens of Alabama.

The Community College League of California's Policy and Procedure Subscription Service provides "template language" for over 370 board policies and administrative procedures for California community colleges. Subscribing districts receive legal updates annually that alert them to changes in laws, regulations, or practice (Community College League of California, 2014b, 2012).

Richardson and Santos (2000, pp. 52-53) argue that having a single state-wide coordinating board to which the boards of all higher education institutions report enjoy advantages over other governance structures, particularly as they are more dynamic and open to change.

There are also national statements and resources on community college governance such as that of the National Education Association's 1989 *Statement on community college governance* (National Education Association, 2014).

In **England** further education is now governed by an executive Skills Funding Agency of the Department for Business Innovation and Skills. It manages a budget for skills based training which is commissioned from a two tier network of prime contractors (colleges and private training providers). The colleges themselves are independent institutions, managing the day to day running of their corporation including, managing their business, funding agreements (which are not solely reliant on government funding), staffing and its plant and other assets.

Implications for the PCC

Given that the 2013 White Paper requires the creation of an institutional form new to South Africa, drawing appropriately from the North American and European experiences and modes of governance would seem wise rather than imitating the arrangements in place in South Africa for a rather different TVET College system.

Funding and student finance

In most countries where there are community colleges or equivalent, **public funding is distributed to them not at national level but via states/ provinces/regions or municipalities** and, where civil society providers are funded by the state, there are often legal criteria of non-profit and effective accountability and reporting. Provinces or states may have to provide matching or supplementary funding. Many countries (particularly in the European Union) now have a skills levy system for vocational and technical training (European Centre for the Development of Vocational Training (Cedefop, 2008). Some countries or states have means of adjusting funding so that disadvantaged and poor regions or groups of people receive **preferential support**.

In the **United States of America** there is generally a mix of public funding (federal, state and local), private funding and income gained from tuition fees (though it is common for adult basic education to be free of tuition fees). According to the American Association of Community Colleges (2015), on average 45% of community college funding comes from state grants and contracts, 21% from tuition and fees, 19% from local government, 5% from federal government, and 10% from other sources.

Because community colleges perform an eclectic variety of educational roles, those in the USA have had to be adept at responding effectively and flexibly to the increasing demand for post-school education as well as changes in funding support (as in the 1980s and 1990s when personal development courses were reduced and work related ones expanded). They have been able to adapt to changing socio-economic conditions much faster than higher education institutions though the volatility of state funding (in addition to the cuts in the post 2007 recessionary period) have some damaging effects, particularly on access for low income students. Funding formulae that relied on the number of students enrolled rather than on the number of students who complete their studies worsened the problem because of the pressure to increase enrolments (Barrow, Brock and Rouse, 2013, p. 4)

Though there is growing pressure to graduate more students, it is difficult to graduate more students at lower costs without sacrificing quality. The two common strategies used by such institutions to cut instructional costs – increased use of part-time instructors and increased student-educator ratio – have done little to improve productivity and efficiency and may well have harmed it (Wombly and Townsend, 2000b, p. 295); Goldrick-Rab, Harris, Mazzeo and Kienzl, 2009a, pp. 3-4).

Increasingly some states are basing their funding of community colleges on successful outcomes (completion rates) rather than enrolment (though an effective funding formula needs to ensure that infrastructure and core operating capacity are enhanced as well as completion rates).

The complexity of applying for and managing financial aid and student loans may deter many students from applying (Barrow, Brock and Rouse, 2013, p. 7). Increasingly students have to rely on

loans rather than grants (Wombly and Townsend, 2000b, p. 285) and the debt students incur may be too high relative to their income after leaving college and, in particular, the costs to students of attending for-profit institutions is likely to outweigh the benefits (Liu and Belfield, 2014).

A noted problem is that, in many cases, state mandates (for example, to increase enrolments over a set period or to generate data for reporting or for a host of administrative actions) are not funded. (See Wombly and Townsend, 2000b, p. 286 and Texas Association of Community Colleges, 2013b.) Unfunded mandates often increase the number of administrators colleges have to employ.

However, it is important to note that the real average cost per completed community college credential linked to academic transfer declined by 24% between 1987 and 2008 (Jenkins and Rodríguez (2013, p. 195) and the average cost of all community college qualifications (certificates, diplomas and degrees) was two-thirds of those for universities (Jenkins and Rodríguez (2013, p. 193).

Levine (1996) notes that in **Canada** colleges were encouraged to change from multi-functional institution with a comprehensive curriculum and a broad mission to adults and communities, to institutions even more explicitly oriented toward training for employment (in an increasingly technological environment). They were viewed "not as educational organizations, but as instruments of economic policy and workforce development, and as institutions which are expected to re-make and re-structure themselves" (Levine, 1996). These financial pressures put under threat programmes not specifically targeted to employment or workforce training (such as adult education, basic education, special education, academic education, and community education); library, counselling and community services; and the working conditions of college staff. There was a stress on efficiency, reduction of duplication and streamlining of operations, sharing of resources and expertise, stronger accountability measures and learners having to pay a higher proportion of costs.

In **England,** since 2010 Further Education Colleges receive state funding via a Skills Funding Agency, an executive agency of the Department for Business Innovation and Skills It supports adult further education and skills training in England, including high-quality apprenticeship and traineeship[20] opportunities. It manages a budget for skills based training which is commissioned from a two tier network of colleges and other contractors. This executive agency has the power to impose conditions of funding and even remove the institution from the Register of Training organisations eligible for funding (Skills Funding Agency, 2015). For formal qualifications for youth aged 16 to 19 grants are received from the Education Funding Agency, an executive agency of the Department of Education (for formal qualifications for youth aged 16 to 19) (Education Funding Agency, 2015).

The actual colleges are responsible, as independent institutions, for managing the day to day running of their corporation including, managing their business, funding agreements (which are not solely reliant on government funding), staffing and its corporation's estate.

The sector is under pressure because of reduced state funding, and a more cautious stance by banks on lending.

Implications for the PCC

[20]A traineeship is a short (six month) training course with work experience for those not yet eligible for a formal apprenticeship.

As the above demonstrates, given that community colleges serve a variety of functions – from satisfying the human right to basic literacy through providing the skills necessary for the economic development of a community to preparation for higher education , their funding is often victim to oscillating political choices. Any funding formula needs to be consistently responsive to the varying demands for different types of programmes. A careful balance needs to be reached between funding enrolments and funding completion. The PCC is fortunately supported by the establishment of a Task Team to give detailed consideration to the various issues. However, the Task Team needs to be careful not to replicate funding models developed for very different segments of the post school sector, namely the university and the TVET college systems. (It should be noted that the current funding model for AET is clearly problematic, resulting in two provinces reporting expenditure of around R10 000 per part-time student per annum, while two provinces reported around R8000 and 5 provinces around R4000[21](Auditor General Report on Adult Education and Training programme of DHET, 2014).)

Staffing

In the **United States of America** the teacher/student ratio is about 1:38 (or 1:18 if students not studying for a qualification are excluded) and class size averages at between 25 and 40 students. Faculty concentrate mainly on teaching, not research, and usually have a Master's degree. *More than two-thirds* of community college faculty are part-timers, compared to less than one-third at public four-year universities and colleges. These part-time adjunct lecturers have little incentive or opportunity to invest in their own professional development. The cost-cutting by using part-time instructors and increasing student-staff ratios may in fact reduce productivity and efficiency. Compounding the problem is that two-thirds of faculty members are between the ages of 45 and 64, and the pool of qualified younger applicants with specific in-demand skills (particularly in the fields of nursing, allied health, and Science, Technology, Engineering, and Mathematics) may be quite small (Goldrick-Rab et al, Harris, Mazzeo and Kienzl, 2009a, pp. 6-7).

In England, from September 2007, further education teachers were required to gain a professional teaching qualification that covers both taught and practical skills over a five year period and are also required to undertake 30 hours of mandatory continuing education. An evaluation published in 2012 found positive benefits from these regulations (Department for Business, Innovation and Skills, 2012).

The Task Team on Community and Adult Education(DHET, 2012a) found in its literature review that generally, there is a **strained supply of trained practitioners** (partly because of insufficient practitioner development institutions), **poor career prospects** (partly because of the way formal schooling bureaucracies manage staffing of adult education), and, particularly for the lower level practitioners, **poor conditions of service**. In many countries adult education is going through a process of professionalisation as the way for adult and continuing education to claim its rightful place as a respectable sector in the education field.

Implications for the PCC

[21] One should however be sceptical about these figures, given the unreliability of headcounts of students.

Practitioner development (and research and monitoring capacity) has also not grown but actually declined because of the dismantling by university administrations of the modest infrastructure of adult education departments at universities and the threats of closure of the Higher Certificate programmes run by some of them (the legacy of which was crucial for the staffing of the Kha Ri Gude literacy campaign).

Creating a community college system in South Africa will thus be beset with a severe educator capacity problem. The PCC will need to have robust intentions and plans for how to create a vibrant cadre of adult and community education educators. The appropriate balance between part- and full-time staff will require serious attention.

E-learning and Open educational resources

More than a third of United States college students take at least one online course during the year. Some studies suggest that academically underprepared students at community colleges generally do worse in online courses than in those where instruction is face-to-face. There is however increasing evidence that well supported so-called 'blended' learning courses (in which a student learns at least in part through delivery of content and instruction via digital and online media with some element of student control over time, place, path, or pace) can be more successful than face to face courses. Similarly, online academic support programmes may poorly serve students who lack the experience and sense of agency to access and use them.

A number of community colleges and community college consortiums now favour the use of open educational resources. For example, the Board of Governors of the California Community Colleges now require open licensing on publicly funded materials resulting from all Chancellor's Office contracts and grants (Creative Commons, 2013). Any college can both view the materials or reports and reuse, share, and improve upon it with updated information and data. This also saves taxpayers money by not funding duplicate work that may only be accessible on the local level. The tax-paying public shouldn't be required to pay twice or more to access and use educational materials, first via the funding of the research and development of educational resources and then again when they purchase materials like textbooks they helped fund.

Implications for the PCC

Any use of distance education or eLearning would require careful design to combine the appropriate mix of independent study, engagement and support. Given that one of the main weaknesses of the PALCs is the lack of adequate learning and teaching support materials, the establishment of a central body (like SAIVCET) that will be responsible for coordinating the development of high quality curriculum and support materials will be central to the success of the community college.

Quality assurance

Productivity in post-secondary education is commonly defined as "the ratio of changes in output (credit hours and degrees) to inputs (labour, purchased materials, and capital)" expressed in terms of full-time equivalents (Sullivan, Mackie, Massy, and Sinha, 2012. p. 63 and see 61-85 on their post-secondary education productivity measure; Jenkins and Rodríguez (2013, p. 190). Quality is

traditionally measured by standardised tests, external examination and certification, learning outcome standards, and graduate earnings (Jenkins and Rodríguez, 2013, pp. 190-199).

Accountability and benchmarking are compromised by known data problems, such as the lack of information on part-time students when estimating graduation rates and the high variation in the backgrounds and motivation of community college students.

The United States of America has a Voluntary Framework of Accountability that has a detailed ***Metrics Manual*** with key measures being the First-year retention rate, the Three-year graduation rate, Undergraduate credentials awarded per 100 FTE undergraduate students, Change over time: credentials awarded per 100 FTE students, and Median family income of geographical location (American Association of Community Colleges, 2013, 2014).

Implications for the PCC

Clearly the almost total data incapacity of the current adult education and training system in the Public Adult Learning Centres is a huge problem that will have to be overcome in the setting up of an accountable community college system. Furthermore, the Auditor General (p.4, 2014) made clear that the DHET Directorate was conducting little of the monitoring expected of it. Finally the two quality assurance agencies tasked with quality assurance of the system, Umalusi and the QCTO, have not been active in the adult education field in South Africa and will need to develop the necessary capacity.

Research

In the United States of America there are a number of research organizations and publications who focus upon the activities of community colleges. Because community college focus on teaching this has meant few resources for conducting rigorous longitudinal, cross-institutional research themselves about their own students (Pascarella, 2006).

The Community and Adult Education Task Team (DHET, 2012a) found that healthy youth and adult education systems have good monitoring, evaluation and research and that all of these require excellent flows of accurate data. Universities, and departments of adult education in them, play a particularly important part in such work.

Implications for the PCC

Logically, given no current capacity at all in the current adult education and training system, research capacity will need to be built up over time and for the foreseeable future use made of the dwindling resources of adult education units at universities. These units in turn will need to urgently fostered and resourced.

3.6 Impact of community colleges and new policy directions

Impact of community colleges

Coley (2000, p. 25) summarises Pascarella (1999) thus on the evidence on the impact North American community colleges have on students:

His analysis suggests that the evidence is very complex and is summarized below.

- There is some evidence, although hotly debated, that community college attendance has a dampening effect on attaining a bachelor's degree.
- Evidence suggests that when community college students transfer to four-year colleges and complete their bachelor's degrees, they are about as competitive in the labor market as similar students who start at four-year colleges.
- Evidence suggests that community colleges may have cognitive and developmental effects on their students similar to the effects that four-year colleges have on their students.
- Community college attendance can give some students a chance to transfer into schools that are more selective than the schools they could have enrolled in directly from high school. This is particularly true for low income students who did not perform well in high school.
- Community college degrees or credentials, in and of themselves, provide substantial economic advantages over a high school diploma.
- Since community colleges are considerably less expensive than four-year colleges, they can provide a more affordable way for substantial numbers of students to obtain the first two years of postsecondary education, with little differential effect on their intellectual development or competitiveness in the market place.

A recent 2015 study of the entire California Community Colleges system and linked administrative earnings records finds average returns to Career-Technical Education (CTE) certificates and degrees that range from 12 to 23 percent. The largest returns are for programmes in the healthcare sector; among non-health related CTE programmes estimated returns range from 5 to 10 percent (Stevens et al, 2015).

On the down side students tend to progress very slowly through community college formal qualifications. Only 1 in 10 students entering community college in 2002 completed a two-year associate degree within three years. Nearly half of community college students fail to complete a credential of any kind within six years of starting college (Goldrick-Rab, Harris, Mazzeo and Kienzl, 2009a, p. 3).

The United Kingdom's Review of Vocational Education (The Wolf Report) (Department of Education, 2011a) evaluated the impact of vocational education and made numerous criticisms of the current provision and recommendations for change, which were all accepted by the government (Department of Education, 2011b).

Implications for the PCC

Impact analyses such as the above are extremely important, but not prevalent in the literature. South Africa needs to ensure that whatever funding arrangements and monitoring and evaluation systems are put in place need to ensure ongoing analyses of the impact of the new sector while allowing the system enough time to develop on the basis of ongoing reflection

New policy directions

The United States of America literature on community colleges (see particularly Townsend and Twombly, 2000a; Coley, 2000; Welman, 2002; Goldrick-Rab, Harris, Mazzeo and Kienzl, 2009a, 2009b; National Center for Public Policy and Higher Education, 2011; Haskins and Rouse, 2013; Barrow, Brock and Rouse, 2013; American Association of Community Colleges, 2013; Van Noy and

Heidkamp, 2013; Miranda, 2014) shows that the main foci of current policy development include proposals to:

- Establish national postsecondary goals that reflect the multiple missions of community colleges
- Create a performance measurement system with greater focus on completion and quality, not enrolment
- Increase federal funding for community colleges roughly split between capital and instructional enhancement
- Have financial aid encourage full-time attendance
- Stimulate instructional innovations and practices
- Upgrade information technology resources as a way of both expanding access and cutting costs
- Support the improvement of (real-time) student data systems
- Ensure that states have a reliable, robust college transfer system
- Have common course numbering system so that all institutions recognize credits from courses that cover the same material
- Have better school preparation for college course work and the need for a consensus on what is "college-ready" (and the role of secondary schools in building it)
- Have some 2% of the annual education budget should be devoted to a coordinated plan for research and evaluation.

It is worth noting that the various community college associations also engage in policy lobbying with Congress (e.g. American Association of Community Colleges, 2013).

Implications for the PCC

The above list is a useful summary of the kinds of issues which the PCC process needs to address over the next five years. The development of a Community College Association of some kind should be encouraged.

4. Theory of Change and Logical Framework Matrix for Policy on Community Colleges

4.1 Introduction

The task of developing the Theory of Change and Logical Framework Matrix (Logframe) for the Policy on Community Colleges (PCC) was done as part of the evaluation of the PCC as this had not been done explicitly before the policy was developed. A Theory of Change is a results chain, with context, assumptions and hypothesis added, and taking into account historical perspectives, and multiple possible pathways of change.[22] It describes a process of planned social change, from the assumptions that guide its design to the long-term goals it seeks to achieve. A Theory of Change defines the building blocks that are required to bring about a desirable long-term goal. In essence, a Theory of Change is an organisation's story of how it will make change happen and an explanation of why the change should occur. It is premised on the logic that links actions and outcomes. The starting point is the desired outcomes which themselves in turn determine appropriate actions to be taken within a particular social and economic context in order to achieve defined ends. The value of a Theory of Change as a planning tool lies in its ability to enable an implementing agency to have a clear roadmap of what will be implemented and in what context, the methods of implementing it, the risks involved and the envisaged results.

A logical framework is a way of structuring the main elements in a project and highlighting the logical linkages between them. It is a tool for improving the planning, implementation, management, monitoring and evaluation of projects. The Logframe is a way of structuring the main elements in a project and highlighting the logical linkages between them. It typically consists of four key elements, namely objectives; causal links among activities, inputs, outputs, and objectives; assumptions underlying the causal linkages; and objectively-verifiable measures for evaluating progress and success.

As part of the process of developing the Theory of Change, on the advice of DPME, a draft was developed internally and then a workshop was conducted in collaboration with DPME with national DHET and provincial AET representatives. This workshop took place in Johannesburg on 8 and 9 October 2014 and was primarily aimed at engaging key stakeholders in the development of the Theory of Change and the Logframe. One of the advantages of adopting this approach was to maximise buy-in for the Theory of Change by these key stakeholders.

4.2 Analysis

In line with established steps in the process of preparing a Theory of Change, a number of analysis activities were conducted. These include identifying different groups that have vested interest in the

[22] Lomofsky, D. (2013) What is theory of change? Presentation made at a workshop held on 28-29th January, Cape town.

proposed establishment of the community colleges, beneficiaries and project partners. These stakeholders were involved in the problem and objectives analyses through workshops. The process of problem analysis involved identifying the negative and deficient aspects of the existing situation (which needs to be changed) including the root causes of these problems and the "cause and effect" relationships between these problems. This process resulted in a draft problem analysis. The stakeholders were also involved in the development of a draft objective analysis where the negative situations described in the problem analysis were converted into positive objectives.

4.3 Articulating a vision of community colleges

At the October 2014 stakeholder workshop referred to above, participants went through a process of visioning the community college. Through a series of guiding questions provided by the Saide session facilitator, participants were able to articulate their vision of the college, by defining what they believed to be the ideal attributes of such an institution. Firstly, they envisaged that a good policy on community colleges should align with the vision and goals for the country and be developed with full stakeholder participation.

Since the community college should serve communities, it should be in an accessible location with a central site and satellite community learning centres widely that are widely distributed. This enables it to be within reach of all those who need its services. The main beneficiaries of this new institution are adults and youth either employed or not in employment, education or training (the NEETs). It should be fully functional with teachers teaching, and should be interactive and responsive to the needs of the target group. Ideally, a community college should be linked to the community. It should be well administered and governed, and should be a sophisticated learning centre providing a wide range of services to a diverse target group. It should be a "one stop shop" providing access to meaningful, useful programmes and courses. These may be national or local (responsive to community needs); formal, non-formal or informal. These may include but not limited to school equivalency programmes; foundational programmes for university; facilities for Independent study; vocational skills; apprenticeships with SETAs; skills programmes - such as plumbing, cooking, hairdressing ; livelihoods related programme; skills for self- employment like gardening , maintenance, small scale manufacturing, crafts; IT literacy skills; community health; parenting and childcare; care for the aged; care for those living with HIV and AIDS and other diseases; citizenship education; bridging courses; and general academic literacy courses. For learners to succeed, the community college should have programmes that are supported by good quality learning materials, so resource-based learning approaches should be used.

A community college programmes should wherever possible articulate with further education and employment opportunities as well as retrospective articulation with schooling. This gives learners wide opportunities to follow learning pathways of their choice. To operate effectively, a community college should have a variety of partners sponsoring various projects including Learners doing apprenticeships with SETAs

Workshop participants also articulated the staffing position of a well-functioning community college. It should have good, qualified, knowledgeable teachers teaching and should engage community members as teachers as a way of integrating the college with the community.

To enhance accessibility by a wide variety of learners, the college should open during week days as well as during weekends, from morning till night (10 pm).

Community colleges are conceptualised as a decentralised, network of learning centres which are in easy access of all communities. They need to be well-resourced with stress on access to modern state of the art information technology, have good physical infrastructure including computers and ubiquitous free Wi-Fi, accessible, supportive, responsive spaces. They should be lively noisy places with some quiet areas for independent study and many spaces for group work, and there should good signage.

In terms of quality, community colleges should have high standards and should be attractive to people of all races, languages, age and skills. They should be vibrant, engaging, enabling, happy centres and spaces with many young people around working on their own and in groups.

4.4 Narrative of the problem analysis

One of the major social problems faced in South Africa is *the large number of demotivated youth and adults with low or no education attainment who lack the basic knowledge skills and values for human development in a knowledge economy*. This was identified as the *problem statement* for the Problem Analysis. A chart showing the full analysis can be found on page 49.

The scale of the problem is well documented. According to the 2011 census, 3.2 million young people between the ages of 15 and 24 were not in employment, education or training (NEETs); 523 000 of these had only achieved a primary school education or less, and nearly 1.5 million had less than a Grade 10 education.[23] As the Task Team Report on Community Education and Training Centres (DHET, 2012) states, this problem is exacerbated by the fact that every year a further 500 000 young men and women join the group of NEETs.[24] This clearly is both a social and an economic waste.

Over and above the problem of educationally marginalised youth highlighted above, the country is also faced with the problem of a large number of marginalised adults who were deliberately excluded from the education system by the apartheid system. The draft National Policy on Community Colleges cites findings of the 2011 South African Census which reveal that nearly 16 million South Africans aged 20 years and above, have not completed Grade 12 and this figure represents 60% of the population in the said cohort.[25] Whilst the apartheid system is largely to blame for the large number of adults with low or no formal qualifications, it is also true that there has been lack of focused response to this problem since 1994. This is in spite the fact that the problem was commonly known right from the early days of democracy, if not before. The Task Team Report cited above states that adults between the ages of 15 and 55 amounted to nearly 7 million with less than Grade 7 and a further 11 million who had lower than Grade 9 in 2001.[26] The

[23] Department of Higher Education and Training (2013:20) White Paper for Post-School Education and Training

[24] Department of Higher Education and Training (2012:20) Task Team Report on Community Colleges

[25] Department of Higher Education and Training (2014:7) National Policy on Community Colleges, (October 2014).

[26] Department of Higher Education and Training (2012:16) Task Team Report on Community Colleges

draft National Policy on Community Colleges cited above acknowledges that inequalities that are based on gender, class, race, disability, geographic location, age and health status persist with regard to access to educational opportunities in the adult education and training system.[27]

We are therefore faced with the problem of a huge portion of the society that is not equipped for human development in a knowledge economy. Because of their low educational status, they are ill prepared to proceed further with education and training opportunities, they do not have the skills to participate in the job market, they cannot participate optimally in family, community and society, and are unable to develop sustainable livelihoods This large group is potentially alienated from society and the national economy, manifested in poverty, the breakdown of social cohesion, crime and substance abuse. The Problem Analysis on page 48 summarises these consequences of the problem above the *problem statement*.

Below the *problem statement*, the reasons for the problem are identified. These are elaborated below. Although the post-1994 education and training framework embraced the concept of lifelong learning, recognising that learning takes place throughout a person's life and in many forms,[28] there was no provision of opportunities for this to happen at a large scale. Adult education and training was only provided through Public Adult Learning Centres (PALCs). In many ways, these PALCs are too few and poorly resourced to cater for the diverse needs of the large number of deserving learners. In 2011, there were 3 200 such centres across the country, serving about 265 000 learners.[29] Given this limited number of centres, most of them are not easily accessible to learners as they are located at large distances from the homes of those who need them. The fundamental idea of an adult education and training centre being community-based and within walking distance was therefore lost, and the institutions do not generally have any effective links with communities.

Several documents reviewed as part of this analysis reveal shortcomings in the current state of the adult education and training (AET) sites (in legislation called "Public Adult Learning Centres (PALCs)". The draft Policy on Community Colleges, for example, notes several weaknesses inherent in the current provisioning of adult education and training and these are articulated in the White Paper. They include insufficient resources, inadequate staffing, weak infrastructure and poor articulation.[30] The Auditor General's office conducted a country-wide audit of Adult Education and Training in 2011 – 2012. The audit report highlights numerous weaknesses that were identified amongst the 110 sites that were visited. These weaknesses include lack of monitoring and evaluation of the performance of PALCs by the National Directorate as well as the absence of measures to track, monitor, correct and report on the extent and effect of the underqualified educators in the system.[31] The same report

[27] Department of Higher Education and Training (2014:7) National Policy on Community Colleges, (October 2014).

[28] Department of Higher Education and Training (2013:20) White Paper for Post-School Education and Training

[29] Department of Higher Education and Training (2013:21) White Paper for Post-School Education and Training

[30] Department of Higher Education and Training (2014) National Policy on Community Colleges, (October 2014).

[31] Auditor General, (2014) Discussion Extract of the management report of the Auditor General of South Africa on the performance audit of the Adult Education and Training Programme at the Department of Higher Education and Training

further notes that the underqualified educators struggled to interpret the curriculum, leading to learners not receiving quality education.[32] Although the majority of these centres were hosted at schools, there were no service agreements between the school authorities and PALCs to ensure access to facilities by staff and learners of the latter. As a result, in 26% of the sites visited, educators and learners had no access to toilet facilities as they were locked by authorities of the schools on which the centres were hosted, in 54% of the centres, centre managers did not have allocated office space, and in 45% of the centres there was no security for the centres to ensure security for the learners.[33] Further, in 91% of the centres, there was no equipment like computers, photocopiers and telephones to enable the centres to operate effectively.[34] The Auditor General' report also shows that there was very limited data collected by the EMIS Unit on PALCs. This means that planning of the centres was not based on data from the field. For example, identification details per learner were not captured on EMIS, which meant that Kha Ri Gude and PALC data could not be analysed to determine the exact learner progression numbers[35]. Thus, the National Directorate could not tell how many Kha Ri Gude learners who successfully completed their course enrolled with the adult basic education programme at a PALC. The report also points out that no assurance was provided that data from all private centres was being collected.[36] Stakeholder interviews conducted with the EMIS Unit at DHET also revealed that apart from receiving data that was not quality assured at District or Provincial level, adult education data was not disaggregated.

PALCs offer a very narrow range of programmes, most of which fail to impart the knowledge and skills that are needed by recipients in order to secure employment. Currently, PALCs offer mainly Adult Basic Education and Training (ABET) qualifications, including the General Education and Training Certificate (GETC), and Senior Certificate programmes.[37] This exclusive focus on general education often means that they fail to attract adults and youth who are interested in gaining labour-market and sustainable-livelihood skills, and those interested in learning for general self-improvement or cultural and community development. The conceptualised Public Works Programmes which are supposed to provide skills that are relevant in the labour market are not offered in these institutions. In addition to the limited number of programmes offered, there is lack of articulation of what is currently offered in the PALCs, thus limiting possibilities for academic and professional advancement by learners. On the whole, student academic success is very limited in the current adult education and training system. This point is underscored by the draft Policy on Community Colleges which notes that current adult basic education and training provision data indicates that very few adults acquire the full GETC qualification, whereas most candidates collect

[32] Auditor-General, (2014:5)

[33] Auditor General, (2014:8) Discussion Extract of the management report of the Auditor General of South Africa on the performance audit of the Adult Education and Training Programme at the Department of Higher Education and Training

[34] Auditor-General, (2014:8)

[35] Auditor – General's report (2014)

[36] Auditor – General, (2014:9)

[37] Department of Higher Education and Training (2013:21) White Paper for Post-School Education and Training

only a few learning area certificates.[38] This means that there is limited progression to further learning.[39]

For learners to operate effectively enough in the knowledge economy, they need to be equipped with appropriate/ functional technological literacy skills. In a study conducted by the South African Institute for Distance Education in all the 47 PALCs in Gauteng in 2012, it was evident that there was no significant use of technology in teaching and learning by both educators and learners. This is likely to be a common trend throughout the country. As highlighted above, PALCs lack basic technological equipment like computers, photocopiers and telephones. Lack of technology skills is therefore a key shortcoming characterising the current operations of PALCs. Clearly, community and adult education and training, as currently conceptualised and implemented through PALCs fails to be attractive enough to the two marginalised groups highlighted above because it does not enhance general self-improvement or cultural and community development. It also fails to have any significant impact in terms of providing the skills and competencies that are needed for social and economic development.

Due to lack of an enabling framework for non-public community and adult education and training, there are very few community-based or other private adult education and training centres in the country. This problem was worsened by the fact that community and adult education and training was not uniquely conceptualised. Thus, no clear distinction was made between adult and community education and training institutions and other educational sectors like Technical and Vocational Education and Training. This resulted in too few public community based or other private adult education and training centres being established and lack of rationalisation of conditions of service for community and adult education and training educators.

Since the attainment of democracy in South Africa, political priority has been given to schooling and university education at the expense of community and adult education and training. This has resulted in scanty resources being allocated for community and adult education and training and the decimation of the once vibrant adult education units at universities. The resultant effect has been general lack of qualified staff in adult education. PALCs have operated without core permanent staff and without enough suitable learning materials. Findings of the Auditor-General's audit show that in most PALCs both educators and learners struggled to match outcomes and unit standards.[40]

Lack of priority on community and adult education and training also resulted in the side-lining of Provincial Adult Education Directorates and poor resourcing of the National Adult Education and Training Directorate. The Auditor-General's report notes that concurrent functions for Adult Education and Training (AET) were not performed because the Department lacked clear guidance on the concurrent function for national and provincial education departments as well as capacity and funding.[41] The same report also notes that the National Directorate failed to exercise oversight of

[38] Department of Higher Education and Training (2013:5) National Policy on Community Colleges, (October 2014 Version).

[39] Department of Higher Education and Training (2014:5) National Policy on Community Colleges, (October 2014 Version).

[40] Auditor-General, (2014:14) Discussion extract of the management report of the Auditor-General of South Africa on the performance audit of the Adult Education and Training programme at the Department of Higher Education and Training

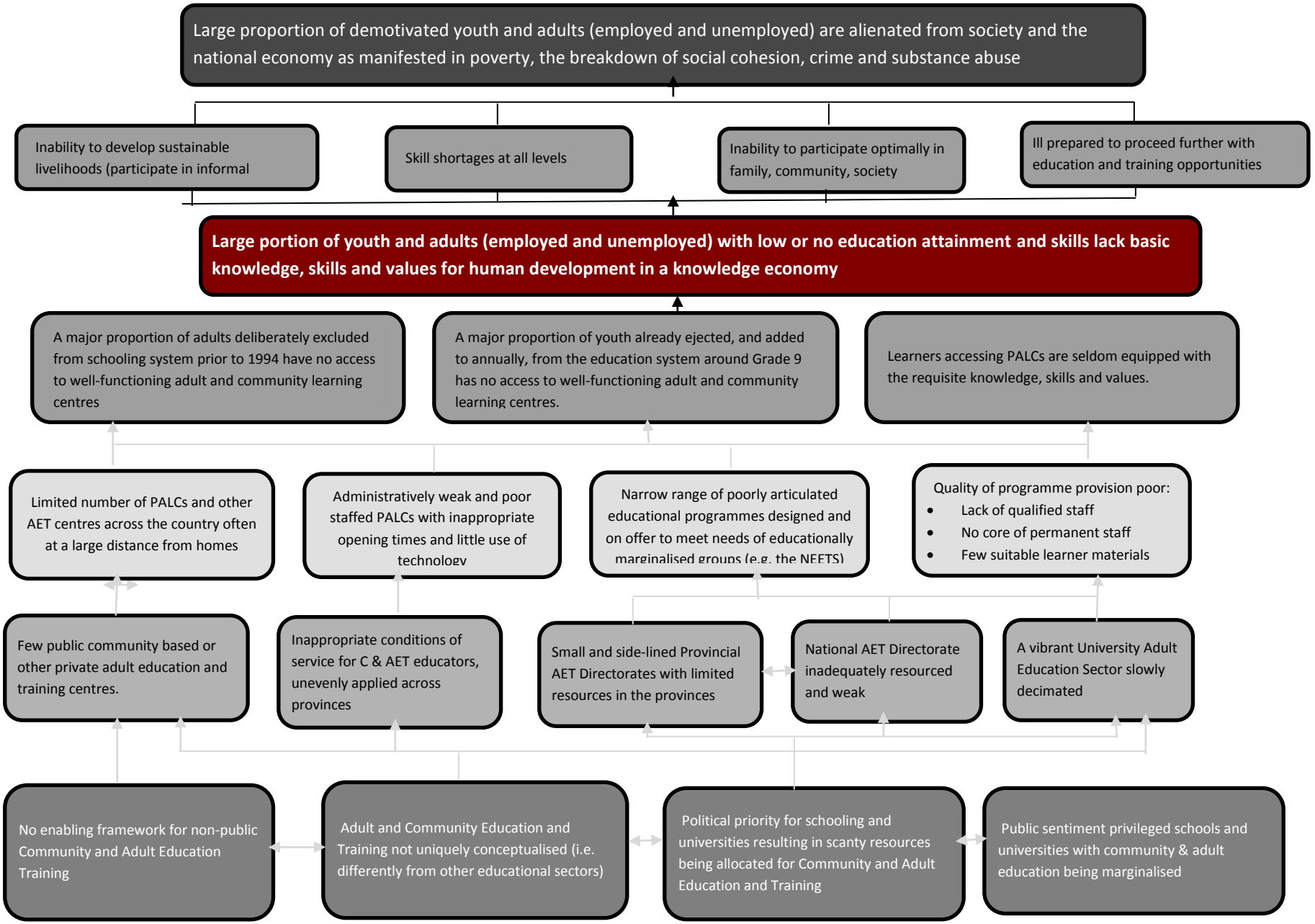
[41] Auditor- General (2014) Discussion extract of the management report of the Auditor-General of South Africa on the performance audit of the Adult Education and Training programme at the Department of Higher Education and Training

curriculum implementation in the adult education and training centres, resulting in watered down curriculum being implemented in the system. The National Directorate functioned without key personnel that was supposed to take care of curriculum development. The process of developing relevant curriculum for the sector only started in 2014 by contracting university experts[42]. All this in turn led to the compromising of the quality of programme provision in the PALCs, development of poorly articulated programmes and administratively weak and poorly staffed PALCs. In many ways, Adult Education and Training is fashioned along TVET lines, with no clear distinction being made between structure and size of institution. This has resulted in inappropriate conditions of service for Community and Adult Education and Training educators being implemented. Due to lack of prioritisation of Community and Adult Education and Training, PALCs have not been as attractive as they should be and public sentiment privileges schools and universities as the only educational pathways to follow. Unless concerted effort is made to make sufficient political and civic investment in creating a new type of community and adult education and training institution that is sufficiently resourced and demonstrates ability to meet the diverse needs of the marginalised groups, negative perceptions of public adult education may never change.

A combination of all the above-named factors, which are summarised on the Problem Analysis chart immediately below, makes the current adult education and training system too weak to be responsive enough to the needs of communities.

[42] Auditor-General, (2014:14)

Problem Analysis



4.5 Narrative of the objectives analysis

The newly crafted Policy on Community Colleges is meant to address the endemic problem of too many youth and adults who are alienated from society and the economy due to lack of sufficient education and skills. As articulated in the problem statement, this is a big social problem that is manifested in general poverty, the breakdown of social cohesion and various forms of crime. Whilst it is acknowledged that education alone cannot solve this problem, it certainly has great potential to alleviate the problem by making people employable and creating greater social consciousness in them. In our analysis of possibilities for addressing the problem highlighted above, we concur with the argument presented in the White Paper for Post-School Education and Training (DHET, 2013) that the education and training system must find ways to cater to the needs of the millions of adults and youth who are unemployed, poorly educated and not studying.[43] Education and training must address the enormous developmental challenges of poverty, inequality and unemployment.[44] In order to do this, a new type of institution has to be developed and supported, one that can offer a diverse range of possibilities to people for whom vocational and technical colleges and universities are not desirable or possible.[45] Such an institution should be community-based in order to be responsive enough to the needs of the community. It should embrace the concept of lifelong learning, recognising that learning takes place throughout a person's life and in many forms.[46]

We premise our objective analysis on several fundamental assumptions all of which revolve around the potential of education as an enabler for social development and of a community-based institution as the best strategy for empowering the majority of the marginalised youth and adults in the society. The first assumption which is informed by the South African constitution and has dominated the discourse of adult education and training in South Africa is that education is a fundamental human right without which it is not possible to exercise other human rights. The second assumption is that education and human resource development play a critical role in economic and social development.

The response to the problem statement identified in the problem analysis phase became the Purpose Statement which was articulated as follows: *Increasing proportions of educationally marginalised youth and adults are equipped with basic functional literacies, and the knowledge, skills and values for human development in a knowledge economy.* This is shown in the Objective Analysis chart on page 55

Inputs to achieve the purpose

In order to achieve this purpose, a number of inputs are necessary which should result in the ley outputs necessary for the purpose to be achieved. Three fundamental inputs were identified: a

[43] Department of Higher Education and Training (2013) White Paper on Post-School Education and Training

[44] Department of Higher Education and Training (2014) National Policy on Community Colleges

[45] Department of Higher Education and Training (2013:20) White Paper on Post-School Education and Training

[46] Department of Higher Education and Training (2013:20) White Paper on Post-School Education and Training

thorough conceptualisation of community colleges and their associated learning centres, substantially increased allocation of resources to the sector, and mechanisms in place to change the public perception of community and adult education. These are summarised in the bottom three blocks on the Objectives Analysis chart on page 55 and are elaborated upon below.

The first steps towards addressing the identified problem is to have in place a well conceptualised sector of community colleges and their associated community learning centres that take into account the unique purpose and features of the sector, and provide for both public and non-public adult education and training. As highlighted above, the focus on "community" implies that these colleges should be located within communities, and that they should contribute to local needs and local development, building social agency and social cohesion.[47] Links to communities should take several forms, including building relationships with NGOs, CBOs, local government, and the local economy and labour markets. The DHET expects that community education and training providers will collaborate in sharing infrastructure, learning resources and staff capacity in order to improve access, quality and cost-effectiveness of provision.[48] This means, inter alia, institutions using their resources for the delivery of programmes of other institutions, using a mix of contact and distance modes.[49]

Community colleges should be multi-campus institutions which cluster the current PALCs. As the White Paper (DHET, 2013) states, although these colleges will be public, they may enter into partnerships with community-owned or private institutions such as church-run or other education and training centres in order to enhance their capacity to meet the education and training needs of youth and adults.[50] Community colleges should also include non-formal programmes geared to meet the needs and desires of local communities. This means that colleges have to build close working relationships with organisations in their communities. Also of importance are partnerships with structures responsible for promoting small, medium and micro enterprises and cooperative development, including in the Department of Trade and Industry and the Construction Industry Development Board.[51] The community colleges will seek to facilitate a cycle of lifelong learning in communities by enabling the development of skills (including literacy, numeracy and vocational skills) to enhance personal, social, family and employment experiences.[52]

The sector should enjoy substantially increased allocation of resources for it to be functional. Given the context of under-investment in adult education, the introduction of community colleges requires significant investment efforts. Institutional development, including infrastructure and staffing, represent key expenditure areas,[53] although as much as possible all effort should be made to identify

[47] Department of Higher Education and Training (2013:22) White Paper on Post-School Education and Training

[48] Department of Higher Education and Training (2013:49) White Paper on Post-School Education and Training

[49] Department of Higher Education and Training (2013:49) White Paper on Post-School Education and Training

[50] Department of Higher Education and Training (2013:21) White Paper on Post-School Education and Training

[51] Department of Higher Education and Training (2013:22) White Paper on Post-School Education and Training

[52] Department of Higher Education and Training (2013:22) White Paper on Post-School Education and Training

[53] Department of Higher Education and Training (2013:24) White Paper on Post-School Education and Training

and use existing infrastructure. The White Paper (DHET, 2013) provides a preferable funding model consisting of core funding from the DHET complemented by funds from SETAs and the NSF where appropriate. Private funding should also be utilised where available.[54]

The value proposition of community and adult education and training should be widely disseminated in order to change public perception of the sector. Given the low status of community education and training in the country, such advocacy is vital if the colleges are to attract large numbers of learners. This is in line with the recommendation in the Auditor General's report which states that DHET should develop and implement an awareness and marketing strategy to ensure the illiterate population of South Africa is made aware of the adult education programme.[55] The same report also recommends that funding should be budgeted for formal awareness campaigns.

More detailed activities

Building on these fundamental inputs, a number of more detailed necessary activities were identified. These are summarised on the second row from the bottom in the Objectives Analysis chart on page 55 and are elaborated below.

These activities consist of establishing a diversified sector consisting of both public and non-public institutions; creating appropriate conditions of service that are evenly applied throughout the country; putting in place a streamlined and effective Provincial Directorate within DHET; putting in place a National branch that monitors and supports community colleges and engages with a range of partners in the sector, oversees governance and resourcing of community and adult education and training centres and puts in place an effective educational management information system (EMIS) for the sector; establishing a national body responsible for facilitating the design of relevant and articulated programmes that are supported by well-designed learning materials, including use of OER; capacitating quality councils responsible for quality assuring emerging national programmes; and putting in place a critical mass of vibrant university post-school centres responsible for research and training adult educators.

The Auditor-General's report cited above also recommends that DHET should ensure appropriate, complete and timely management information is defined, collected and used for management decisions during the year to improve the efficiency of adult education and training.[56] In particular, it recommends tracking of learners that register in community and adult education and training centres from the Kha Ri Gude literacy campaign.

The rationale for various of the activities identified is as follows.

The *complementary role of public and non-public providers* will ensure the establishment of a network of community colleges and centres that are located within easy reach of previously marginalised groups. This complementary role will also help in mobilising such important resources

[54] Department of Higher Education and Training (2013:24) White Paper on Post-School Education and Training

[55] Auditor- General (2014) Discussion extract of the management report of the Auditor-General of South Africa on the performance audit of the Adult Education and Training programme at DHET.

[56] Auditor- General (2014:21) Discussion extract of the management report of the Auditor-General of South Africa on the performance audit of the Adult Education and Training programme at DHET.

like technology infrastructure and facilities. To further enhance access, these community –based centres will be well staffed, well governed and administered and will have appropriate opening times. This will be made possible by the appropriate conditions of service that will attract qualified staff.

One of the key advantages of having a *national body responsible for facilitating the development of relevant curriculum and associated materials* is that a wide range of programmes including vocational, skills development, non-formal and community oriented programmes will be designed and offered. These programmes will be geared to meet the needs of communities in which the community and adult education and training centres will be located. The programmes will also include Expanded Public Works and Community programmes. This will help address the current failure by PALCs to attract youth and adults interested in gaining labour-market and sustainable livelihood skills, and those interested in learning for general self-improvement or cultural and community development. [57] Thus, unlike the current position where the PALCs offer a curriculum that is not supported by any textbooks and/or other relevant learning materials, the presence of a national body coordinating curriculum development will ensure that there are sufficient and appropriate learning materials to support curriculum implementation. This body will also ensure that the Department allocates adequate funding for the provision of textbooks and learning and teaching support materials.

One of the biggest concerns about the current provision of adult education and training is quality. The *establishment of capacitated quality councils* will ensure that new programmes offered are well designed and assessment systems used are credible. At the same time, because of the critical mass of university post-school centres, the sector will be supplied with a core of educators qualified for adult education and training. This means that colleges will be able to select suitable and qualified adult educators, and that they will be able to provide the conditions which will guarantee maximum opportunity for successful learning.[58]

Outputs[59]

The activities described above will result in appropriate outputs being realised at the next higher level as shown in the objectives analysis. These outputs include pilot community colleges and their associated community and adult education and training centres, a network of public and non-public community colleges and associated community and adult education and training centres with appropriate opening times, a wide range of high quality programmes that are well articulated being offered, appropriate assessment and examination systems, and a core of permanent full-time adult educators supported by part-time staff where appropriate. These outputs are summarised immediately below the Purpose Statement on the Objectives Analysis on page 55 and are described below.

[57] Department of Higher Education and Training (2013:21) White Paper on Post-School Education and Training

[58] Department of Higher Education and Training (2013:23) White Paper on Post-School Education and Training

[59] We note that in the literature on logframe development, the term outputs is used interchangeably with result areas. In this report, we draw from the example given in guidelines provided by the DPME: European Integration Office (2011) Guide to the Logical Framework Approach, Government of the Republic of Serbia, Belgrade. In these guidelines, **outputs** instead of **results** or **result areas** is used. This will be further clarified in the logframe

Before rolling out community colleges widely, there is need for the DHET to have good understanding of what it takes to do so. As the White Paper (DHET, 2013) points out, the introduction of community colleges will take a phased approach, and will be preceded by a pilot process (which itself needs its own plan) to help inform further development of the concept and also inform the development of a long-term plan and its roll-out throughout the country.[60] The pilot process will also facilitate the final rationalisation of governance and management structures. As community colleges develop, it is essential that they establish learner support services focusing on areas such as career and programme advice, counselling and guidance, orientation, extra-curricular activities, financial aid, labour market information, community information and links with placement agencies. The DHET will collaborate with the National Youth Development Agency and other relevant agencies to ensure the establishment of Youth Advisory Centres and contact points at community colleges.[61]

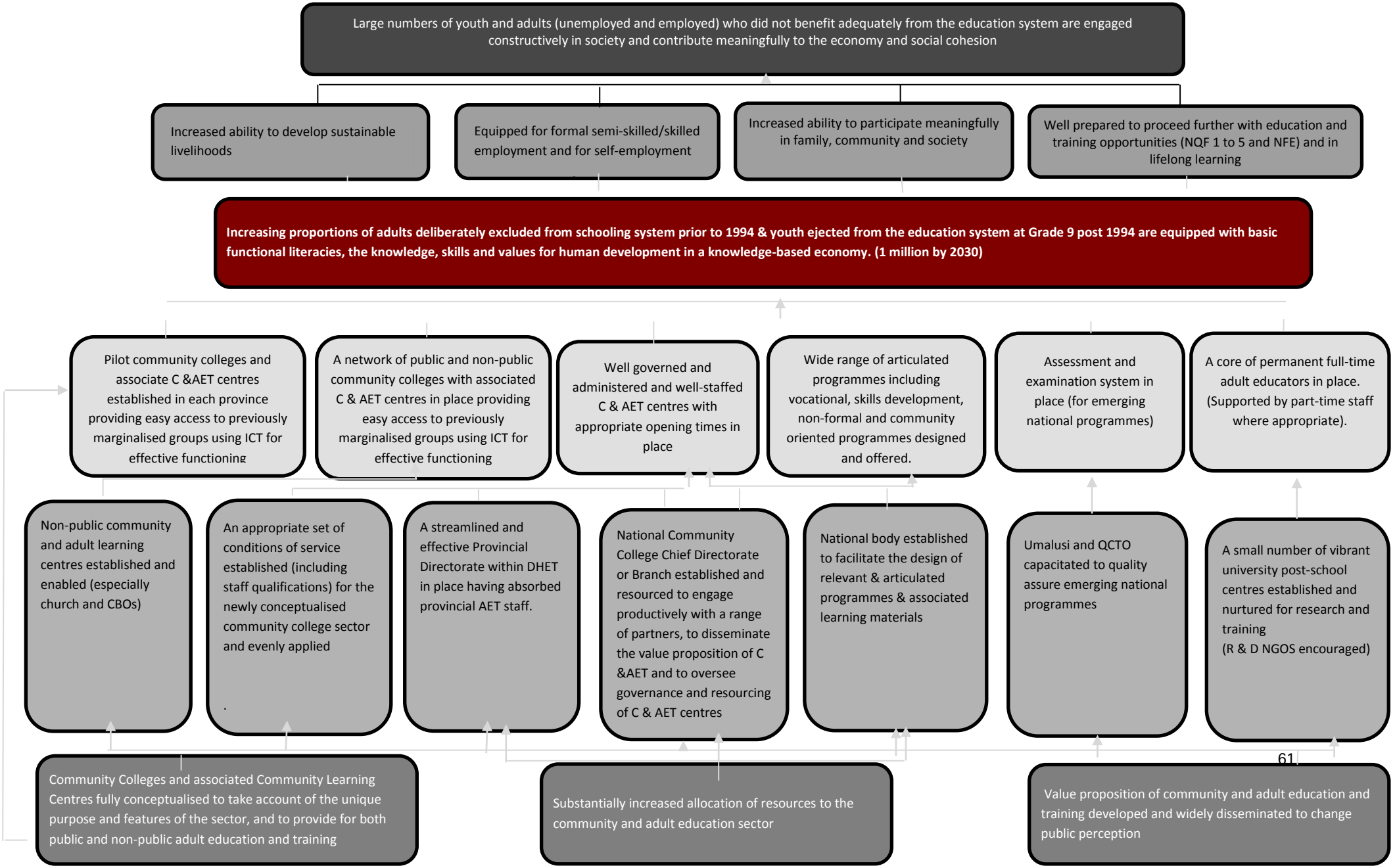
The outputs described above will make community and adult education and training colleges more attractive and relevant to the needs of those who need them. As a result, increasing proportions of previously educationally marginalised groups will be equipped with basic functional literacy, the knowledge, skills and values they need for human development in a knowledge-based economy. The White Paper (DHET, 2013) gives a target headcount enrolment of one million by 2030 for community colleges, as compared to the estimated 265 000 in the PALCs in 2011.[62]

[60] Department of Higher Education and Training (2013:23) White Paper for Post-School Education and Training

[61] Department of Higher Education and Training (2013:23) White Paper for Post-School Education and Training

[62] Department of Higher Education and Training (2013:iii) White Paper on Post-School Education and Training

Objectives Analysis



4.6 Narrative of the Logframe

The six key outputs described in the objectives analysis section above form the basis for the Logical Framework Matrix (Logframe) that was developed as part of the evaluation. The key assumption in developing this Logframe is that if all the six outputs are realised, the purpose of the policy on community colleges will be achieved, that is: *To increase the proportions of adults deliberately excluded from the schooling system prior to 1994 and youth ejected from the education system at Grade 9 post 1994 who are equipped with basic functional literacies, the knowledge, skills and values for human development in a knowledge-based economy. (1 million by 2013).* Achieving this purpose will lead to large numbers of youth and adults who are educationally marginalised engaging constructively in society and contributing meaningfully to the economy and to social cohesion.

The Logframe also outlines activities that should be undertaken in order to realise the outputs referred to above. Like the outputs, these activities are also described in the section on objectives analysis above. The Logframe diagram below shows the verifiable indicators, sources of verification and the assumptions made for each of the activities and the defined outputs.

Verifiable indicators for the purpose are increased numbers of youth and adults in semi-skilled and skilled employment, increased numbers in successful, sustainable self-employment and increased competence in basic knowledge, skills and attitudes. Information on these indicators can be obtained from various sources including Statistics South Africa, DHET and SETA statistics. Research evidence of increased competence in foundational basic education knowledge and skills amongst the target group can also be used as an important source of information on indicators.

To establish whether the ultimate objective of the Theory of Change is achieved, increased numbers of formally marginalised youth and adults going through Community Colleges and empowered enough to engage constructively in society will be used as an important verifiable indicator. The contribution made by the target group towards economic development will also be a valuable indicator for the achievement of the ultimate objective of the Theory of Change. Sources of verification include Statistics South Africa, DHET and SETA statistics. Qualitative evidence on readiness of applicants for further and higher education and training to proceed further with education and training opportunities (NQF 1 to 5) and in lifelong learning will also be a valid source of verification.

4.7 Logical Framework Matrix for Policy on Community Colleges

Societal and educational situation:

A large proportion of demotivated youth and adults (unemployed and employed) are alienated from society and the national economy as manifested in poverty, the breakdown of social cohesion, crime and substance abuse.

Logic of intervention	Objectively Verifiable Indicators	Sources of Verification	Assumptions
Overall objective (goal/aim)			
Large numbers of youth and adults (unemployed and employed) who do not benefit adequately from the education system are engaged constructively in society and contribute meaningfully to the economy and social cohesion.	Increased numbers of formally marginalised youth and adults who go through Community Colleges are empowered to engage constructively in society and make a greater contribution to the economy.	Statistics South Africa, DHET and SETA statistics Qualitative evidence on readiness of applicants for further and higher education and training to proceed further with education and training opportunities (NQF 1 to 5) and in lifelong learning	

Logic of intervention	Objectively Verifiable Indicators	Sources of Verification	Assumptions
Purpose (specific objective(s) of Policy on Community Colleges			
To increase proportions of previously educationally marginalised groups who are equipped with basic functional literacies, the knowledge, skills and values for human development in a knowledge-based economy. (1 million by 2030)	Increased numbers of youth and adults in semi-skilled and skilled employment Increased numbers in successful, sustainable self-employment Increased competence in foundational (reading, writing and numeracy) basic education (including knowledge of the world) knowledge and skills and attitudes	Statistics South Africa, DHET and SETA statistics Qualitative evidence on readiness of applicants for further and higher education and training to proceed further with education and training opportunities (NQF 1 to 5) and in lifelong learning Research evidence of increased competence in foundational basic education knowledge and skills amongst target group DHET reports	Research capacity and interest

Logic of intervention	Objectively Verifiable Indicators	Sources of Verification	Assumptions
Outputs			

Logic of intervention	Objectively Verifiable Indicators	Sources of Verification	Assumptions
Outputs			
1. Pilot community colleges and associate ommunity Learning Centres (CLCs) established in each province and providing easy access to previously marginalised groups using ICT for effective functioning	Nine pilot community colleges (one in each province) and associate CLCs established and fully implemented	DHET reports	Political and bureaucratic will
2. A network of public and non-public community colleges with associated CLCs in place providing easy access to previously marginalised groups using ICT for effective functioning	Community-based public and non-public colleges and associate CLCs that make use of ICTs for teaching and learning and for administrative purposes in each province	DHET reports EMIS statistics	Resources and trained and experienced curriculum implementation staff available
3. Well governed and administered and well-staffed CLCs with appropriate opening times in place	Well-functioning CLCs with appropriate opening hours	DHET reports	Staff with sound administrative skills is deployed to CLCs

Logic of intervention	Objectively Verifiable Indicators	Sources of Verification	Assumptions
Outputs			
4. A wide range of articulated programmes including vocational, skills development, non-formal and community oriented programmes designed and being offered.	Wide range of programmes including vocational, skills development, non-formal and community oriented programmes being offered.	DHET reports Qualitative research and evaluation reports	Qualified adult education staff appointed Sufficient resources to support implementation of diversified curriculum provided
5. Assessment and examination system in place (for emerging national programmes)	Umalusi & QCTO assessment processes	Umalusi & QCTO reports DHET reports Monitoring and evaluation reports	Appropriate staff available
6. A core of permanent full-time adult educators in place. (Supported by part-time staff where appropriate).	Full complement of qualified, permanent full-time staff in the sector	DHET EMIS DHET reports	Institutions training adult education educators are in place Appropriate conditions of service for adult education educators are applied evenly across the country

Logic of intervention	Objectively Verifiable Indicators	Sources of Verification	Assumptions
Outputs			
7. A streamlined and effective Provincial Directorate within DHET in place having absorbed provincial AET staff, and continues to administer community colleges and merged PALCS as part of new DHET regional structure.	A Provincial Directorate in place within DHET and administers community colleges and the merged PALCs.	DHET reports Evaluation reports	Financial resources in available to make absorption of AET staff possible

Activities			
1.1 Establish non-public community and adult learning centres (especially church and CBOs)	Many non-public community and adult learning centres operating throughout the country	DHET Reports	Public support for non-public providers forthcoming

Activities			
1.2 Develop an appropriate set of conditions of service (including staff qualifications) for the newly conceptualised community college sector	Appropriate conditions of service for adult educators	DHET reports	An effective and well-resourced National Unit for community colleges in place
1.3 Establish a streamlined and effective Provincial Directorate within DHET and absorb provincial AET staff	Well-functioning Provincial Directorate within DHET with provincial AET staff absorbed.	Evaluation reports DHET reports	Enough resources allocated to Provincial Directorate within DHET
1.4 Establish and resource a National Community College branch to enable it to engage productively with a range of partners, to disseminate the value proposition of C & AET and to oversee governance and resourcing of CLCs.	A well-resourced and well-functioning National Community College branch	DHET reports	Staff with appropriate expertise in Community and Adult education and Training is deployed to the National Unit Sound planning of community colleges is done.
1.5 Establish a national body to facilitate the design of relevant and articulated programmes and support materials	National body with expertise to develop curriculum	DHET budget reports Evaluation reports Curriculum, teaching and learning materials development agency reports	Resources made available for the establishment of a national body with relevant curriculum expertise

Activities			
1.6 Capacitate Umalusi and the QCTO to quality assure emerging programmes	Umalusi and QCTO quality assured programmes	Umalusi reports QCTO reports	Funding and expertise available
1.7 Establish and nurture a small number of vibrant university post-school centres for research and training.	University post-school centres engaging in research and training	Evaluation reports HEMIS data DHET reports	Significant amount of resources and time needed to resuscitate post-school education and training centres at universities
			Preconditions
			National Policy on Community Colleges gazetted
			Ring fenced financial resources allocated for function shift and pilot phase

The Consultants notes that in the literature on Logframe development, the term “outputs” is used interchangeably with “result areas”. In this Logframe we go by the guidelines in the example that was provided by the DPME, which is widely used in the European Union and was adopted by the government of Serbia: “European Integration Office, (2011) Guide to the Logical Framework Approach, Government of the Republic of Serbia, Belgrade”. In these

guidelines, “outputs” instead of “results” or “result areas” is used. A number of other internationally reputable sources we consulted also use the term “outputs” to refer to “result areas”. These include:

- The Canadian International Development Agency: http://www.international.gc.ca/development-developpement/assets/pdfs/4031-03E.pdf . 31st July 2015
- Managing for Impact in Rural Development: A Guide for Project M & E, Section 3: http://www.ifad.org/evaluation/guide/3/3.htm. 7th August 2015
- MLE Measurement, Learning and Environmental Project for the Urban Reproductive Health Initiative: https://www.urbanreproductivehealth.org/toolkits/measuring-success/logical-framework-guides-and-examples. 7th August 2015

5. Design Evaluation

5.1 Introduction

Four key questions, derived from the evaluation terms of reference, frame the design evaluation. These are:

1. Is the Policy on community colleges internally coherent, and is it aligned with other relevant pieces of legislation?
2. Is the Policy on community colleges' theory of change (logic) appropriate, and is it sufficiently robust to address the problems of youth and adults that have been identified in the policy?
3. To what extent is the Policy on Community Colleges measurable, and therefore capable of being evaluated in the future?
4. To what extent is the Policy on Community Colleges ready to be implemented? That is, is there sufficient evidence that the resources and capabilities required to implement the policy, are in place and are adequate to address the scale of the policy challenge? How can the Policy on Community Colleges be improved?

These four evaluation questions are answered in relation to the underlying theory of change (above), key findings in the literature review (above), and findings from focus group and individual interviews conducted with key informants (see Appendix 3: For details of respondents/organisations that participated in the interview process).

5.2 Findings related to evaluation questions

5.2.1 Question 1: Is the Draft Policy on Community Colleges internally coherent, and is it aligned with other relevant pieces of legislation?

This first question relates to the need to examine the soundness of the underlying logic or rationale that informed the necessity to design the Policy on Community Colleges (PCC). In other words, it raises the issue of policy purpose. Sub-questions arising from the key question relate to whether the draft PCC reads well, whether proper processes were followed in identifying policy gaps, what processes were undertaken to identify adult and youth education and training needs, and

whether thorough consultation with sector stakeholders was undertaken? Alignment with existing policy and legislation as well as UN agreements also need to be tested.

To answer this question and its related sub-components, the design of the draft PCC is evaluated and the findings are presented below.

Does the policy read well?

At face value the draft PCC is written clearly, in plain English and is well set out. Closer examination of the PCC, does however, reveal a number of content gaps and conceptual weaknesses which are discussed below.

Is there necessity for the policy?

Section 1: Background and Context (draft PCC pages 3 – 7) provides a cogent analysis of why a Policy on community colleges is needed.

The problem analysis includes an overview of the current socio-economic contextual challenges. Significant developmental challenges such as poverty and unemployment are highlighted. Gender, race and class inequalities are also emphasised. The problem of *"the millions of adults and youth who are unemployed, poorly educated and not studying*" (adults and youth, not in education and not in employment - NEETS) articulated in the White Paper for Post School Education and Training (DHET,2013)[63] is quoted in the draft PCC. The significant numbers of adults (in particular those marginalised by the apartheid educations system) who have not completed schooling are not explicitly mentioned. However, the issue of second-chance learning opportunities for out of school youth and adults is highlighted in the draft PCC.

The draft PCC also stresses the important contribution that education plays in relation to development and the positive value attached to all individuals having a sound education that equips them with 21st century skills and the ability to use information communication technologies (ICTs).

The draft PCC (p3, 1.5) refers to the argument made by the White Paper for Post-School Education and Training (DHET, 2013) for the necessity for a new institutional form – the community college, different from universities and TVET Colleges, to cater for the needs of the above group. It quotes the White Paper as follows:

> "*a new type of institution has to be built and supported; one that can offer a diverse range of possibilities to people for whom vocational and technical colleges and universities are not possible."*

[63] White Paper on PSET, DHET October 2013, p 20

In sections 1.9 and 1.10, the draft PCC notes that the White Paper identifies the existing Public Adult Learning Centres (PALCs) as being the decentralised structures which will be incorporated into this new institutional form.

It was thus necessary for the draft PCC to critically analyse the strengths and weaknesses of current adult education and training (AET) provision and the provincially operated PALCs. In Sections 1.9 to 1.16, problems are identified in current AET provision including insufficient resources, inadequate staffing, weak infrastructure, poor articulation, lack of flexible delivery and a narrow selection of programme offerings. It is concluded that, the overall poor quality of AET provision has resulted in the poor success rates that have been documented.

The Background and Context for the draft PCC also makes reference to the Ministerial Task Team[64] mandate (draft PCC, p6) to conceptualise a workable institutional model for community education and training that is distinct in its ethos and mission. A brief account of the Task Team report proposals is included. These provide for the establishment of a third tier of community colleges and Community Learning Centres. The draft PCC reports that the Task Team proposes that this third tier is envisaged as catering for:

> *"second chance learning opportunities for out of school youth and adults, by building on current offerings of the existing PALCS, which offer general education programmes…..they must add to the general education programmes by also offering vocationally-oriented skills and knowledge programmes leading to sustainable livelihoods outside of the formal sector. community colleges will be a diverse set of institutions, offering programmes that are appropriate to their particular communities***."*** (draft PCC, p 6:1.19).

However, the Task Team's report has no policy status, so the PCC needs to identify which of its recommendations should be adopted.

[64] Ministerial Task Team on Community Education and Training Centres (DHET 2012)

One important report that is not referenced in the Background and Context of the draft PCC is the Auditor General's Report of the country-wide audit of adult education and training conducted in 2011 – 2012 (2014)[65]. It provides new and detailed evidence of numerous weaknesses across the 110 sites that were visited. These include the lack of monitoring and evaluation of the performance of AETs by the national Adult Education Directorate as well as the absence of measures to track, monitor, correct and report on the extent and effect of the underqualified educators in the system. The report relates the poor success rates of adult learners to poor quality of teaching and learning resulting from the number of underqualified educators who struggled to interpret the curriculum (2014:p5).

Both the Auditor Generals' Report and DHET officials interviewed emphasised the existence of serious problems related to data collection and processing associated with AET. Both the Audit Report and the DHET respondents reported that in many cases data was not captured at all. In instances where it was captured, it is was unreliable. This undermined planning and resource allocation.

The lack of priority given to community and adult education and training by government has resulted in the side-lining of provincial AET Directorates and the poor resourcing of the national Adult Education and Training Directorate. The Auditor-General's report further notes that concurrent functions for adult education and training were not performed because the Department lacked clear guidance on the concurrent function for national and provincial education departments. Additionally, it was also noted that the national Directorate also lacked capacity and funding.

The draft PCC concludes that the challenges identified above point to the necessity for a policy on community and adult education and training and the establishment of appropriate institutions for such provision. However, given that the White Paper on Post-School Education and Training (DHET, 2013) and various FET Amendment Acts have already provided for such institutions, the PCC needs to go further than these documents and produce the framework for the development of community colleges, which takes into account the different components required for the successful implementation of community colleges. This is indeed one of the purposes of the PCC – see below.

Was an appropriate needs identification done?

[65] Auditor General, (2014) Discussion Extract of the Management Report of the Auditor General of South Africa on the Performance Audit of the Adult Education and Training Programme at the Department of Higher Education and Training

While a general case has been made in the PCC regarding needs of both the NEETs and the millions of adults and youth who have not properly benefitted from general education, there is no evidence in the policy that a detailed needs identification process has been undertaken. Indeed, input received from the public comment process highlighted the need for the policy to reflect a better understanding of the diverse target group/s. It was argued that the envisaged target group/s were not homogenous and that a much more nuanced understanding of both adults and youth and their needs was required.

Extent of policy consultations with sector stakeholders

The draft PCC is silent on the issues of stakeholder consultation and stakeholder interviews. Workshops conducted by the consultant as part of the design evaluation reflect little or no evidence of stakeholder engagement.

The consultant conducted interviews with a range of stakeholders. Two focus group interviews were held with provincial Adult Education and Training (AET) personnel and one with high level officials at the Department of Higher Education and Training (DHET). Further semi-structured individual interviews were conducted with a number of senior DHET officials and with the Advisor to the Minister of Higher Education and Training. An interview was also conducted with an official from the Auditor General's office as well as a telephonic interview (difficulties with finding a suitable time for scheduling a face to face interview) with an official from National Treasury.

Further consultations were also undertaken with key stakeholders during a stakeholder validation workshop held on 19 March 2015 and a workshop with DHET officials held on 24 March 2015. Key issues raised in public comment submissions have also be incorporated into this design evaluation.

During three focus group interviews held (two with AET provincial representatives and one with DHET respondents) respondents were asked about the extent of consultation undertaken in respect of the design of the draft PCC. The majority of provincial officials complained that they had not been consulted at all. A few provincial officials specifically stated that they should have been consulted as they believed that "*being on the ground*" as they were, they were best placed to provide policy input.

A senior DHET official indicated that "*regrettably, there has been limited discussion within DHET of the Policy"*, while many provincial AET officials reported that they had not been consulted in the policy development process.

It is however noteworthy that most of the DHET respondents and all the provincial AET respondents had not actually read the draft PCC of October 2014 at the time of the focus group interviews which were held on 2 December 2014. The reported lack of consultation and lack of familiarity with the draft PCC among involved officials, raises the issue around the extent and the quality of policy consultation on the draft PCC. It also raises questions regarding the current level of buy-in of these key stakeholder groups.

There is also reporting from other stakeholder groups about the lack of consultation. For example, at the stakeholder workshop (March 2015), a delegation of four staff members from the National

Institute for the Deaf (NID) led by its Executive Director, presented a strong case for addressing the needs of the deaf and hearing impaired as well as other disability types in the community colleges. Currently there is no mention of addressing the needs of this constituent group in the draft PCC. The representatives noted that they had not been aware of any consultative process having taken place between DHET and the representatives of the disabled community regarding the draft PCC.

Purpose and underlying logic of the draft PCC

Purpose of the draft PCC

In the draft PCC its purpose is stated as follows:

> "*The purpose of this policy is to provide a framework that must guide the management of the shifting of the Adult Education and Training function from the PEDs[66] to the exclusive competence of the Department of Higher Education and Training.*
>
> *To this effect this policy provides a framework for the establishment of Community Colleges, governance and management of these institutional types, employment of staff, the funding framework, programmes and qualification offerings, quality assurance, examinations and assessment, and monitoring and evaluation"* (Draft PCC: p9).

The purpose of the draft policy is thus twofold: To provide a guidelines/support for managing the so called 'function shift' of the responsibility of PALCs from provincial to the national Department of Higher Education and Training (DHET) and a to provide a framework for establishing and managing the implementation of community colleges.

The coherence of the underlying logic that underpins both these purposes is discussed below.

Logic of the shift of PALCs from provincial competence to exclusive DHET competence

Section 1: Background and Context (draft PCC: Pages 3-7) quotes the White Paper on Post School Education and Training (DHET, 2013) in relation to the use of PALCs as the basis for transforming AET provision. Echoing the White Paper's acknowledgement of the problems of the current PALCs, the draft PCC recognises that the PALCs are the only public institution that are widely enough distributed to support AET provision.

> "*Despite their weakness, the PALCs are currently the only public institutions with a wide distribution around the country and which provide for adults and post school youth who are not catered for in by colleges and universities."*(Draft PCC, p4)

Other than citing Section 25 (2) (b) of the Further Education and Training Colleges

[66] PED: Provincial Education Department

Amendment Act, 2013 (Act No.1 of 2013), no rationale for the proposed function shift is provided in the draft PCC.

The Consultant's policy and legislation review conducted for the design evaluation points to the splitting up of the previous national Department of Education (DoE) in 2009 as providing the underlying rationale for the proposed function shift.

The splitting of the DoE into the Department of Basic Education (DBE) and the Department of Higher Education and Training (DHET) by way of a Presidential Act. Presidential Proclamations (PP) - PP 44 of 2009, PP 48 of 2009 and PP 56 of 2009- resulted in various powers and functions in legislation that applied to higher education and training from the Minister of Education and the Minister of Labour being transferred to the Minister of Higher Education and Training. This included the transfer of responsibility for a number of Acts to the Minister of Higher Education and Training. These include: the Adult Basic Education & Training Act (ABETA) of 2000, the General and Further Education and Training Quality Assurance Act (GFETQAA) of 2001, and the Further Education and Training Colleges Act (FETCA) of 2006.

This Presidential Proclamation resulted in the restructuring of the education landscape. The responsibility for schooling fell under the auspices of the Department of Basic Education while all post school institutions and functions including the AET function (and the technical and vocational education and training [TVET] colleges) became the responsibility of DHET. (One notable exception was the responsibility for the Kha Ri Gude adult literacy campaign which remained with DBE.)

The transfer of PALCs from provincial competence to exclusive DHET competence follows automatically from this constitutional amendment and is, to this extent, logical. However, the fact that the Further Education and Training Colleges Education and Training Amendment Act, 2013 was passed without a policy and that legislation preceded policy is problematic. The knock on effect is that the prescripts of the Act effectively pre-determine the change pathway in the underlying theory of change in the draft PCC, thus precluding the examination any other alternative change options.

The rationale for this constitutional amendment was subsequently well articulated in the vision for the post-school sector as set out in the White Paper for Post-School Education and Training (2013). Key goals and priorities include, the establishment of a: *"single*, *coordinated post-school system"* (P4) facilitating *articulation* between various qualifications; "*integration of education* and *training"* (p2); prioritising AET provision (as opposed to privileging schooling); *transformation* of post school institutions and functions, in particular, adult education (and training and TVET colleges); and as a mechanism for addressing the current imbalances in access, nature of programme offerings and quality of provision that are particularly stark when comparing current provincial variations in provision as well as differences between *urban* and *rural* AET provision.

The vision of a co-ordinated post school system comprising universities, TVET colleges and provision for youth and adults of a wide range of educational opportunities provides the logic for the establishment and management by DHET of the PALCs.

The decision to use the 3000 or so PALCs as sites for AET delivery, is in principle, congruent with the recommendations of the Task Team on Community Education and Training Centres (CETC) Report in which AET provision is conceptualised as being decentralised. However, it is important to note the Task team did recommend that "*the choice of sites of delivery be based on community mapping exercises to determine which sites could be CETCs (whether existing or not) or a satellite of a CETC*" (Report of the Task Team on Community Education and Training Centres: Summary: 2012).

However, in relation to the transfer, the so-called function shift, of the PALCs to national control, the policy document tries to address the issue of how these existing PALCs are going to be managed in the next few years through the mechanism of a single "interim community college", a TVET college like structure for each province into which all PALCs in the province are to be nominally merged (Section 7):

> *"The PALCS will be absorbed into a new type of post- school institution: The community colleges as envisaged in the Further Education and Training Colleges Amendment Act, 2013[67]"* (Draft PCC p4).

Furthermore as Section 7 of the PCC (Process of Establishing Interim community colleges) point 7.1 states that

> *"As soon as the responsibility for the PALCs shifts from provincial education departments to the DHET, the current PALCs will be deemed to be Community Colleges in terms of section 25 (2) (b) of the Further Education and Training Colleges Amendment Act, 2013 (Act No.1 of 2013). Immediately this takes place, they will all be merged into nine provincially-based Colleges, to be known as Interim Community Colleges (ICCs).*

Clauses in this section which follow provide for the subsequent renaming of the former PALCs to Community Learning Centres (CLCs). It is stated that each of the CLCs will fall under one of the nine (provincially-based) ICCs. In the draft PCC the ICCs are deemed to be "temporary holding structures that will be responsible for the CLCs until permanent community colleges are established… this will be a gradual process and happen on a phase in basis…"

Giving the name "community college" to such a body is misleading as such a structure is singularly inappropriate for this task, which is essentially an administrative and support one previously handled by the provincial departments of education and their Adult Education directorates or units. Indeed having to set up a new structure as if it were a TVET college could well disable the current administrative tasks needed to run the (already semi-dysfunctional) PALC system. No indication is given in the policy about how this transfer via the apparatus of the legal fiction of an interim community college will actually improve access, teaching and learning in the affected PALCs.

Further, the unintended consequences of simply renaming the existing PALCs in a province as being

[67] The Further Education and Training Colleges Amendment Act, 2013 is not dated in the Draft Policy.

administratively part of a mega interim “community college” [of a particular province] may simply give the concept of an entirely new institutional form, the community college, a bad name, for it will inevitably be a fiction and be criticised as that. Such an interim “community college” would bear no resemblance whatsoever to the community colleges that the bold and imaginative White Paper on Post-School Education and Training anticipated. This view was forcefully put at the Stakeholder workshop. Furthermore at the workshop with DHET officials, it was suggested that using community college in the way proposed would ‘contaminate’ the concept of community colleges.

The draft PCC also does not seem to really take into account the significant scale of the problems related to the present dysfunctionalities of the existing PALC provision, which are not unpacked in any detail. As noted in the White Paper (DHET, 2013) and also in the Theory of Change process, these include the limited number of PALCs and other AET centres in rural areas, management inadequacies, lack of qualified staff and resource scarcities.

The lack of detail regarding operationalisation of the proposed function shift in the draft PCC is underscored by a number of important observations and comments made by stakeholders consulted as part of the evaluation, including the provincial AET officials, DHET officials and PCC Evaluation Steering Committee members.

At the Stakeholder workshop, a member of the PCC Steering Committee raised a serious concern regarding the function shift. The member noted the extreme danger of this process simply leading to the perpetuation of the old PALC format, rather than leading to the establishment of a new and responsive institutional type.

In the focus group interviews a provincial AET official raised a concern related to the lack of clarity in the draft PCC regarding the transfer of funding allocations from the provinces to DHET in the draft PCC. The official observed that significant financial challenges had already been observed with the shift of TVET Colleges from province to national. The official further observed that cooperation levels between the provinces and DHET may be low.

Furthermore, during the focus group interviews, other provincial and DHET officials expressed their concern that many of the logistical complexities involved in implementing the function shift seem not to have even been signalled in the draft PCC. A further cautionary note was sounded by a DHET Senior manager who reflected on the relatively poor outcomes related to the clustering/merging of numerous campuses to form the 50 TVET colleges in South Africa, attributing this to the weakness of college and campus management. The official cautioned that unless strong governance and management structures were in place, a repeat of the same dysfunctionality was likely to occur in the community college subsector – thus highlighting another point on which the draft PCC is silent.

The logic of the creation of a new institutional form

As stated above, the draft PCC articulates two purposes – to provide a framework for shifting the responsibility for AET to DHET and for providing a framework for establishing the community colleges. In this section, the logic for the creation of the new institutional type: the community college is discussed.

Section 7 of the draft PCC refers to legislation for the creation of the community college in as the Further Education and Training Colleges Amendment Act, (2013). Paragraph 7.1 (draft PCC: p 9) states that:

> *As soon as the responsibility for the PALCs shifts from provincial education departments to the DHET, the current PALCs will be deemed to be community colleges in terms of section 25 (2) (b) of the Further Education and Training Colleges Amendment Act, 2013 (Act No.1 of 2013). Immediately this takes place, they will all be merged into nine provincially-based Colleges, to be known as Interim community colleges (ICCs).*

As described below in the section on coherence with the legislation, the oddity of this legislation is that aside from the brief, but important, section on community colleges in the White Paper (DHET, 2013), the legislation was promulgated before there was any detailed policy on community colleges.

Conversion and merger of PALCS into Community Colleges

Paragraph 7.2 of the draft PCC provides for the former PALCs to be renamed once more and states that nine *Interim Community Colleges* will be known as Community Learning Centres (CLCs) and each will fall under one of the nine ICCs.

In paragraph 7.3 it is explained that the DHET sees the provincially-based ICCs as being temporary holding structures that will be responsible for the CLCs until permanent community colleges are established at district municipality level and that this will happen gradually as part of a phase-in process starting with one community college as a *pilot project* in each province.

Reasons for conversion and merger

On the same date as the draft PCC was gazetted (7 November 2014), the Minister (DHET) also gazetted his intention to consult Centre Governing Bodies (CGBs) and informal governance structures fulfilling the function of Centre Governing Bodies on the conversion and merger of Public Adult Learning Centres (PALCs). This was done in terms of sections 41A (b) and 41C (a) (m) of the Further Education and Training Colleges, 2006 (Act No. 16 of 2006).

In this gazette, the reasons for the conversion and merger of the PALCS into community colleges is explained in terms of being part of a broader process of restructuring the Adult Education and Training sector as proposed in the Report of the Ministerial Task Team on Community Education and Training Centres. It states:

> *The Minister gazetted the Report on Community Education and Training Centres for public comments in Gazette No. 36344 on 4 April 2013, wherein the reasons for the merger are given as follows:*
>
> a. *Consolidation of governance capacity to enable proper and efficient functionality of institutions;*
> b. *Ensuring and elevating the institutional identity for the provision of programmes for out-of-school youth and adults;*
> c. *Ensuring the effective and efficient use of resources through reducing duplication in management and governance;*

d. *Enabling the provision of a wide and comprehensive range of qualifications and part qualifications; and*
e. *Ensuring the sustainability of institutions through increased enrolment linked to the provision of a comprehensive range of programmes.*

The above describes a range of cogent operational reasons why the PALCs should be merged. However merging a range of PALCs into one entity does not create the new visionary form of institution envisaged by the White Paper (DHET, 2013).

It is important to note that the international literature shows that in places such as North America and the United Kingdom further education was originally very much a bottom up development, done by local government and districts. South Africa's nationally driven highly centralised new policy described in the White Paper (DHET, 2013) is somewhat at odds with this and strategies to encourage strong local community partnerships will be required.

Principles underpinning the establishment of the Community College

Section 2 (draft PCC: pages 7-8) provides the principles underpinning the establishment of community colleges. In the introductory paragraph to this section, it is stated that the principles, "*when construed as a collective, should define what community colleges are about"*.

The seven underpinning principles listed, correspond broadly to the key problems in the current socio-economic context and in existing adult education and training (AET) provision as set out in Section 1 of the draft PCC. The principle of expanded access, speaks to the crucial need to improve levels of educational attainments among the youth (the 3 million plus NEETs) as well as the thousands of adults who have not completed their primary and/or secondary schooling.

The importance of quality educational provision is stressed in the light of the current paucity of quality provision. Programme provision is characterised as being both formal and non-formal and underpinned by the principle of community participation and partnerships. Collaboration and articulation with other sub-sections of the Post-school system are advocated.

To sum up, as seen above, the logic for the establishment of the community colleges is based on the Further Education and Training Colleges Amendment Act, 2013. This is also further elaborated in the White Paper (DHET, 2013). However the draft PCC makes no mention at all of Gazette No. 36344 on 4 April 2013, wherein the reasons for the conversion and merger of the PALCS into community colleges are given.

The draft PCC includes an adequate diagnostic analysis, outlines the needs and problems the policy addresses, as well as stating the massive scale and causes of the policy problem to be addressed (i.e. poverty, unemployment and over 3 million NEETs). In this sense a strong (if general), rationale is given in Section 1 of the draft PCC to create a new institutional form as a government priority.

Policy coherence and gaps in the draft PCC

Although the draft PCC notes that the White Paper (DHET, 2013) insists that a "*new type of institution has to be built and supported; one that can offer a diverse range of possibilities to people*

for whom vocational and technical colleges and universities are not possible", it is not apparent in the rest of the draft PCC that a "new type" of institution is in fact provided for or that substantial accommodation is made for a "*a diverse range of possibilities*" (Draft PCC: p4: Section 1.6). Though the draft policy outlines a set of principles (Section 2, discussed above) on which the PCC is founded, these principles are not evident in the specifics of the policy regarding the creation of the community colleges.

The draft PCC provides little substance on what the envisaged new institutional form would be. The draft PCC simply replicates an existing TVET College model without much imaginative thought on the nature of a community college with associated community learning centres. The focus in the White Paper (DHET, 2013) on '*community'* with colleges conceptualised as being "*located in communities and contributing to local needs and development, building social agency and social cohesion*" (White Paper: p22) seems to have been lost in the draft PCC.

This is particularly concerning, given the interview with the Minister's Adviser in which he articulated a distinction between the two institutional types. In the interview it was stated that the key stakeholders for TVET Colleges are industry and other business, whereas for community colleges the range of stakeholder was wider. Equally the target group for community colleges was seen as far wider than for TVET Colleges. It was stated that TVET Colleges aim largely at learners who have completed Grade 12 while the community colleges are intended to cater for a much more diverse group of youth and adults, including those who have not completed their general education (Grade 9) as well as those who have completed Grade 9 but wish to complete Grade 12.

The Minister's Adviser also stressed the importance of the community colleges being responsive to the Community with regards to curriculum offerings and governance structures. The principle of community colleges being in close proximity and therefore within easy access to youth and adult learners' homes was also emphasised as a distinction.

However, while these may have been intended distinctions, they are not articulated in the draft PCC, rather, the TVET College is held up a model to be emulated.

Equally, the focus on life-long learning, emphasised in the literature as a key reason for providing adult education and training, gets only fleeting reference. Although it is mentioned in the draft PCC (Section 1.17: p6) in relation to the brief of the Ministerial Task Team set up to advise the Minister on a "*workable institutional model of community education and training*", the principle of life-long learning is not actually included in the list of underpinning principle provided in Section 2 of the draft PCC. The lack of clear differentiation regarding the purpose, role and function as well as a lack of a clearly articulated "ethos and mission" (Draft PCC Section 1.17: p6) could undermine the focus and potential efficacy of community colleges in the future. It would require a very different logic, and require visionary and effective leadership with sufficient flexibility to innovate in the context of competing imperatives within which community colleges would have to operate.

The draft PCC exhibits evidence of a fundamental shift from the *Task Team Report on Community Education and Training Centres* and the White Paper (DHET, 2013) conceptualisation of a network of decentralised community education and training centres to a narrow and mechanical and centralised

approach to provision. Indeed, in many respects it is an inversion of the originating proposals contained in the Report of the Ministerial ask Team. Instead of community colleges being resource hubs to support a network of community learning centres they are presented as central bodies modelled on TVET colleges which may have a few distributed campuses or centres. Structurally the envisaged community colleges are hardly differentiated from TVET colleges. As cited above, the notion of diversity (highlighted in the White Paper: p 23) and the emphasis in the principles in Section 2 on responsiveness to local community needs, have been lost in the draft PCC.

The mechanical application of the TVET College legislation does not seem to have taken into account the creative moves in a province such as Gauteng to restructure the way that PALCs are administered, clustered and supported.

The finding of the literature review, namely that, the community colleges (and equivalent FET institutions) generally have a **clear institutional position** in the post-school and higher education systems is not reflected the draft PCC which has failed to provide a clear definition of the role and function of the envisaged community colleges.This omission in the draft PCC was also highlighted by the provincial AET officials during the focus group interviews. As a group, all the AET officials expressed their concern regarding the lack of institutional differentiation.

While some DHET officials suggested that there is need to provide strong support from DHET in setting up community college governance structures, provincial personnel, expressed concern that existing FET (now TVET) council structures are being imposed on community colleges without giving enough thought to the suitability of these and to issues of cost-effectiveness. Some respondents raised concerns, saying that the draft policy was not clear on how community college councils will be constituted.

What is important is that the White Paper (DHET, 2013) recognises that a *new* institutional type is to be developed, so whatever is implemented needs to cater for the wide range of educational needs of the target group, that are not catered for by the TVET and other existing Colleges and University sectors. In particular the institutional model, including its governance arrangements, need to be tailor-made for the purposes to be served and not to simply replicate arrangements in place for existing sectors.

A number of stakeholders (at the stakeholder workshop) also warned against the conflation of the two processes in the draft PCC. The conflation of the function shift with the establishment of the community colleges. They strongly felt that the focus on the function shift and the rebranding the PALCs as community colleges at the same time in the draft PCC, was an error which compromised the establishment and building of *real* community colleges.

Leading from the above discussion, a member of the PCC Evaluation Steering Committee affirmed the importance of preparing a well-considered plan for the establishment of this new institutional type to ensure that the planned community colleges would be dynamic and responsive institution and that they would not simply reproduce old, stayed formats. This point was further supported by a written submission received from another Steering Committee member, a DHET official who could not attend the Stakeholder meeting. In the submission it is stated: "*the Community college cannot "just be based on a 'school-type' institution", but needs to provide a dynamic, real alternative".*

Though the draft PCC states that frameworks will be developed, the policy does not really specify such frameworks in sufficient detail, nor does it show the link between the purposes of community colleges (as elaborated in the *White Paper on Post-School Education and Training 2013*) and the legal and governance framework for establishing them.

There is also a total absence of any discussion on risk management. Some provincial AET officials noted that a major gap in the current draft PCC is its failure to include recognition of prior learning (RPL). Respondents felt that the RPL function is key to the community college mandate.

The policy environment: alignment with legislation and policy in the education and skills development sectors

The draft PCC lists ten policies and pieces of legislation (draft PCC: Legislative and Policy Context: Section 3.1 p 8) that have a bearing on community colleges but it does not provided any elaboration. There is no information provided on the draft PCC's alignment with existing policies and strategies that support youth and adult education. It is simply stated that "*the draft PCC should be read in conjunction with these*". The draft PCC clearly relates (largely in terms of bureaucratic compliance) closely to the move of TVET and the PALCs to a national competence.

However, crucial links to the following are absent in the policy: **The Constitution of the Republic of South Africa (1996)** is listed but no mention is made of the constitutional rights to education for adults; Lifelong learning as referenced in the **White Paper on Education and Training (DoE,1995)** is not listed, though noted in the **White Paper for Post-School Education and Training (DHET,2013);** The White Paper for Post-School Education and Training (2013) is listed, but no information is provided on the *Kha Ri Gude* national literacy campaign or on open learning – both of which are relevant to the draft PCC; *The Draft Social Inclusion Framework* (2014) which, by comparison, is replete with specific proposals relating to community colleges is not listed; and nor are the **Draft National Youth Policy 2014-2019 (2015)** and the **National Development Plan (2012)** is not listed.

No mention is made of the status of existing adult education policies and there is little evidence of the links that the proposed policy is meant to provide between formal and non-formal education, a need specifically highlighted in the White Paper on Post-School Education and Training (2013)

The policy document is, of course, aligned to the Further Education and Training Amendment Act, (2013) (Act No.1), but that is largely because that Act pre-empted this policy, which is in effect a retrospective justification for the sections of the Act which refers to community colleges and the remoulding of PALCs as "community colleges".

The soon to be established community colleges (into which the PALCs will be merged) will governed by councils referred to in paragraph 6(1) of section 10 of the *Further Education and Training Amendment Act* (2006).

There are other policy drafts from other state departments which do propose links with this policy but which the policy itself seems ignorant of. These are discussed below.

The Draft National Youth Policy 2014-2019 (2015) has put considerable effort into examining the links to adult and community education. The Youth Policy document outlines how to "produce

empowered young people who are able to realise their full potential and assume roles and responsibilities to make a meaningful contribution to the development of a non-racial, equal, democratic and prosperous South Africa" (author, year, page 8). This position is congruent with the principles of the community college policy. The Draft Youth Policy (2015) has key proposals dealing with Education, Skills and Second Chances. It stresses the importance of skills development and training for youth. It advocates the idea of the fast tracking of the functioning of Community Education and Training Centres through government's and the private sector's flexible initiatives of out-of-school pathways for young people who left school prematurely. The importance of articulation across all sub sectors of post schooling is promoted and the proactive role of community colleges in linking with the various expanded public and community work programmes is also emphasised (The *Draft Youth Policy* 2015: Section 6.2 pages 37-39) .

The **Draft Policy on Qualifications in Higher Education for Adult Education and Training Educators and Community Education and Training College Lecturers (DHET, 2014)** states that community education is a priority as "*The State has prioritised the expansion, strengthening and development of a community education and training sector as an important sub-component of post-school education and training and that "well -qualified adult and community education and training educators and lecturers form the cornerstone of good provision*" (DHET, 2014:3). Without a stable qualified cohort of permanent professional adult and community education and training educators and lecturers, long-term planning in the subsector will be severely affected, which leaves little room for career and learning path development (Draft Policy on Qualifications in Higher Education for Adult Education and Training Educators and Community Education and Training College Lecturers DHET, 2014:4).
In comparison with the draft PCC (and the comments of interviewed DHET officials who offered a narrow conceptualisation of programme offerings), the Draft Policy on Qualifications in Higher Education for Adult Education and Training Educators and Community Education and Training College Lecturers 2014: pages 3-4) enumerates a wider range of provision and programme offerings that the state assumes responsibility to provide. Apart from adult basic education and training: numeracy, literacy, communication skills; the National Senior Certificate for Adults; the National Independent Certificate; and the National Certificate: Vocational Education programmes; a range of programme offerings reflecting typical community needs are mentioned. These include care-based programmes such as community health, parenting and childcare, care for the aged and care for those with HIV/AIDS and other diseases. There is also a focus is on a range of civic and rights-based education and training programmes which include, citizenship education and community organization. Entrepreneurial skills such as effective use of new consumer technologies; seeking information on or marketing of local products and skills for self- employment: gardening, maintenance, small-scale manufacturing, arts and crafts, are also emphasised.

In terms of direct policy comparisons with existing youth and adult education policy, there are three acts to consider: ABET (2000), FET Colleges (2006), and the FET Colleges Amendment (2013).

The Adult Basic Education and Training Act (2000) was a largely bureaucratic instrument to regulate adult basic education and training; to provide for the establishment, governance and funding of public adult learning centres. The Act was also intended to provide for the registration of private adult learning centres and to provide for quality assurance compliance. It was however, never fully operationalised and was a failure. The current draft policy is similar to ABET Act (2000) in that bureaucratic concerns (related to the function shift) predominate in the document, compared with developmental ones.

The PCC takes over sections of the **FET Colleges Act (2006) and FET Colleges Amendment Act (DHET, 2013)** in relation to Councils and principals. The draft policy does differ from the Acts in following respects: Section 9 of the draft PCC specifies that community colleges council can govern more than one community college; and the setting up of academic boards becomes optional (though it is not clear why this is so). It is also unclear to see how the function of a genuine academic board could be performed by officials in DHET head office as proposed in paragraph 9.4 of the draft PCC.

The mechanical adoption of the TVET college governance arrangements does not take into account the draft PCC's principles (in Section 2.1 (d, e, f. and g.) which relate to various types of partnerships; community participation in governance; and collaboration and articulation with other sections of the post school system.

Furthermore, modelling the community colleges on the centralised TVET institutional model which comprises a central management and administrative system (though with multiple campuses) may be inappropriate in community colleges and the associated community learning centres.

Section 10 (p12)of the draft PCC dealing with management notes that the Principal, Vice Principal and the Community Learning Centre Manager of the community college will be appointed by the Minister. Something that seems like a rather cumbersome, process, especially if the Minister is required to do this for many such Centres nationally.

Apart from this reference to the Community Learning Centres, the draft PCC is also almost totally silent about the Learning Centres. Their role as multiple, flexible and changing sites of education and training delivery as was envisioned in the White Paper (2013) and in the AET Task Team Report (DHET, 2012) is not elaborated at all.

Reflection of draft PCC in DHET strategy

The consultant has noted as a deficit, that the draft PCC is not reflected prominently in the strategic plans of the DHET. There is some reference to the function shift of PALCs to the DHET, and, in relation to the current Minister's performance agreement, but only in respect of continuing the expansion of the number of learners in a broad range of academic and vocational adult education and training programmes. There is no evidence in the draft PCC of a sectoral institutional review having been undertaken in relation to programmes targeting youth and adults.

Cross- sectoral alignment of draft PCC with UN Commitments and international agreements

Whereas the United Nations (Unesco) Millennium Development Goal 2 for the period 2000-2015 was: *Achieve universal primary education,* the new Unesco draft Sustainable Development Gaol (SDG) for education for the period 2016-2030 is: Goal 4: *Ensure inclusive and equitable quality education and promote life-long learning opportunities for all.*[68]

[68] http://citiscope.org/story/2014/comparing-mdgs-and-sdgs#sthash.uG7lrMbF.dpuf

Goal 4 is accompanied by a number of targets which include not only access to free, equitable and quality primary and secondary education for all, but that ensures access for all women and men to affordable and quality technical, vocational and tertiary education, including university.

Other targets include that by 2030, increase [x] per cent the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship; that gender disparities in education are eliminated and that equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities is ensured; that all youth and at least [x] per cent of adults, both men and women, achieve literacy and numeracy; and that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and nonviolence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development.

While it can be said that the underling intention of the draft PCC aligns with the proposed 2016-2013 SDG for education, this fact is not made explicit in the draft PCC. The draft PCC does makes mention of certain of the issues emphasised in the SDG targets e.g. technical and vocational skills and also signals its intention is to address inequalities based on gender, class, race disability, age, health etc. but here is no elaboration in this regard and no targets set for meeting these needs in the draft PCC.

There is also no reference in the draft PCC to alignment with the *Education for All* (EFA) goals that pertain to adult education and training or to the Unesco *Convention Against Discrimination in Education* (1960) to which South Africa is a signatory.

Conclusion

Embedded in this overarching question are a number of components which include: an understanding of the type of needs identification process that was undertaken as part of the preparation of the draft PCC; the extent of consultation with stakeholders; the alignment of the draft PCC with other relevant legislation; as well as alignment with any relevant United Nations agreements.

Overall it was found that a more thorough needs analysis is required and there has been a lack of stakeholder consultation in the development of the draft PCC.

With respect to the two purposes of the draft PCC identified in section 2 above (function shift and establishment of a new institutional form), the logic underpinning both follows automatically from the Further Education and Training Colleges Amendment Act, 2013 and to this extent it is logical. However, this Act was passed without prior policy, that legislation preceded policy is in and of itself problematic. No rationale for either the function shift or for the establishment of the community colleges is provided in the draft PCC. Furthermore, no guidelines are provided in either case for the management of either of these processes.

The draft PCC does not elaborate on the purpose and form of community colleges beyond that contained in the White Paper DHET, 2013). Moreover, it does not elaborate on the unique character of community colleges. This, together with the lack of a clearly articulated "ethos and mission" (Draft PCC Section 1.17: p6) and the tendency to use the TVET College model as a default, could undermine

the focus and potential efficacy of community colleges.

The lack of any detail pertaining to the resourcing and the management of the function shift and the establishment of the community colleges is a significant omission.

Alignment with relevant policies and legislation is weak. A number of related policies are listed but linkages are not made in the draft PCC. There are also a number of policies, including the Draft National Youth Policy (DHET, 2014) and the Draft Policy on Qualifications in Higher Education for Adult Education and Training Educators and Community Education and Training College Lecturers (DHET, 2014) that are not mentioned at all. The draft PCC is principally aligned with the Unesco Education for All goals or the 2030 Sustainable Development Goals, but this is not articulated in the draft policy.

5.2.2 Question 2: Is the policy's theory of change (logic) appropriate, and is it sufficiently robust to address the problems of youth and adults that have been identified in the policy?

Underlying assumptions

Implicit Theory of Change in the draft PCC

Section 1 of the draft PCC includes a broad analysis of the needs and problems that the draft PCC is intended to address i.e. poverty, unemployment and the plight of the over 3 million youth and adults currently not in employment and not in education or training, the so called NEETs, as well as a range of issues that contribute to the existing poor quality of provision and poor access and success rates in adult education and training (AET).

One of the implicit assumptions embedded in this Section is that education is an essential component of reconstruction, development and transformation. Furthermore that the specific way of improving the quality of AET provision is by transferring responsibility for the management the provincial adult learning centres (PALCs) from province to the DHET (function shift) and by merging the PALCs to create the new institutional type: the community college. The most significant assumption made is that the function shift will lead to improved quality of AET provision.

Principles underpinning the establishment of community colleges in the draft PCC
Section 2 of the draft PCC specifies the principles underpinning the establishment of community colleges. In the introduction to this Section it is stated that "*the establishment and operations of community colleges must be founded on a set of principles"* and that*, "when grouped together, [these principles] should define what community colleges are about".* The set of principles is listed below:

a) ***Expansion of access*** *to education and training to all youth and adults, especially those who have limited other opportunities for structured learning;*

b) *Provision of* ***good quality formal and non-formal education and training***

programmes*;*

c) *Provision of* ***vocational training*** *that* ***prepares people for participation in both the formal and informal*** *economy;*

d) ***Close partnerships with local communities****, including local government, civic organisations, employers' and workers' organisations* ***and alignment of programmes with their needs****;*

e) Partnerships with government's community development projects;

f) ***Local community participation in governance****; and*

g) *Collaboration and* ***articulation*** *with other sections of the post-school system.*
(Section 2 of the draft PCC pages 7-8. Consultant's emphasis in bold)

To this extent, Sections 1 and 2 of the draft PCC provide a general rationale or implicit Theory of Change for establishing community colleges. However, the idea of having an (explicit) Theory of Change that underpins the draft PCC is never mentioned, nor are any of the underlying assumptions in the current draft PCC in any way, made explicit.

Retrospective Theory of Change (developed as part of the evaluation)
A process to develop an explicit Theory of Change was therefore undertaken by the consultant. This was done in collaboration with the DHET and provincial AET officials as part of this policy design evaluation during the latter part of 2014. See Section 4 above for detailed discussion of Theory of Change and Logframe Matrix.

What is important to note is that the development of this Theory of Change took place only after legislation (Further Education and Training Amendment Act, *2013)* had been enacted and after the draft PCC document had been drafted. Thus while the Theory of Change prepared as part of design evaluation is deemed to be more appropriate and therefore more likely to deliver on the intended outcomes, the change pathway itself was predetermined in the Further Education and Training Colleges Amendment Act, *2013.* Preceding the PCC as it does, the Act determines that PALCs will be transferred to the control of DHET, thus centralising control over AET provision. Equally, the conceptualisation of community colleges as merged and renamed PALCs is also predetermined in this Act.

Four key assumptions underpin the Theory of Change that was developed as part of the design evaluation.

First, the Theory of Change takes the Constitution of the Republic of South Africa (1996) as its basis, assuming that education is a fundamental human right. The second assumption is that education plays an important contributing role in both personal and socio economic development. The third assumption is that sufficient planning and resources will be made available to support the successful implementation of community colleges and the Adult Education and Training Centres. Fourth, existent legislation related to the function shift and declaration of the community colleges (the

Further Education and Training Amendment Act*, 2013)* is a given and to this extend has predetermined nature of the retrospective development of policy for community colleges and change path in the retrospective Theory of Change.

Analysis

The draft PCC does not articulate education from a rights perspective. It is also silent on the necessity for proper planning and no detail on resourcing is provided. Rather, the focus is entirely on the bureaucratic process of the function shift and declaration of the establishment of community colleges (through the merger of the PALCs). Moreover, the fact the draft PCC was prepared retrospectively to legislation is not problematized.

Theory of Change outputs supporting the establishment of community colleges (developed as part of the evaluation)

As this evaluation focusses upon a policy for which the outcome has already been decided, many aspects of the Theory of Change are already pre-determined, and are therefore not theoretical in nature.

To achieve the overall objective of the retrospective Theory of Change, that is, to have, "*large numbers of youth and adults who did not benefit adequately from the previous education system are now able to engaged constructively in society and contribute meaningfully to the economy and social cohesion",* the system of community colleges with their associated Community and Adult Learning Centres needs to be carefully planned, resourced and managed. Pursuant of this objective, the consultant has developed a Theory of Change which is based upon six outputs:

1. The **pilot** community colleges and their associate Community and Adult Learning Centres need to be established in each province providing easy access to previously marginalised groups and using ICT for effective functioning;
2. A **network** of public and non-public community colleges with associated Adult Learning Centres is in place providing easy access to previously marginalised groups using ICT for effective functioning;
3. **Well governed and administered** and **well-staffed** community colleges with associated Adult Learning Centres with **appropriate opening times** in place;
4. A **wide range of articulated programmes** including vocational, skills development, **non-formal and community oriented programmes** are designed and offered;
5. **Assessment and examination system are in place** (for emerging national programmes); and
6. **A core of permanent, qualified full-time adult educators in place** (supported by part-time staff where appropriate).

The achievement of each of these outputs, rests upon the assumption that all the activities specified in the Logframe matrix (see Chapter 4 above for detail) will be successfully implemented.

The theory in the retrospectively prepared Theory of Change is that, with all these component outputs in place, the community college, in a form which has already been decided, will equip the target group to be able to participate and contribute productively in society (both economically and socially).

The establishment of well-developed **pilot** community colleges in each province (output 1) is strongly supported in the White Paper (DHET, 2013: p24) in which it is stated that:

> *"The DHET will undertake a planning and preparation process for the introduction of community colleges. Initially, nine new colleges will be piloted – one in each province, each starting with a cluster of PALCs".*

Section 3.3.6 of the White Paper (DHET, 2013) provides significant detail on all aspects to be considered in the piloting phase, these include, everything from governance and management arrangement through to details pertaining to infrastructure, equipment, staffing, enrolment and quality assurance.

Of particular importance is the statement in the White Paper (DHET, 2013: p 24) related to lesson learnt form the piloting process the subsequent roll out of the community college sub-system:

> *"Lessons from the pilot will inform how the community colleges and their campuses will be phased in throughout the country".*

By contrast, the policy document prioritises the establishment of nine so-called community colleges that are simply a function shift apparatus of renaming the existing system of PALCs in the province administered by a provincial Directorate as a community college administered by nominally national DHET staff. These so-called community colleges cannot in any sense by conceived of as a means of piloting a system of local community colleges.

The literature view (Chapter 3 above) shows that in places such as North America and the United Kingdom further education was originally very much a bottom up development, done by local government and districts. South Africa's nationally driven highly centralised new policy on community colleges, predetermined by the *Further Education and Training Amendment Act, 2013,* is somewhat at odds with this and strategies to encourage strong local community partnerships will be required.

To readdress this highly centralised approach, the focus in the retrospective Theory of Change is on establishing a decentralised network of Adult Learning Centres (output 2). This is also intended to promote access as is the stress on appropriate opening times for Colleges (output 3).

The bottom-up principle also forms the bases for promoting close community collaboration and making community colleges more responsive to the needs of the surrounding community. The focus on bottom up community-level involvement is intended to ensure that the education and training programmes offered will be more relevant to the needs of the target group and will therefore contribute to achieving the overall objective. This is compared to a level of provision which, as has been documented in the draft PCC, was not meeting the needs of its target group and has contributed to poor levels of participation and weak outcomes.

The Theory of Change also supports the idea of articulation (output 4) between programmes as a vehicle for developing skills which help to make people more employable, enabling participation in the labour market. Articulation across different components of the post-schooling sub-system to promote further education and training options and to cement the vision of an integrated post-

school sub-system is also vital. As noted in the Literature Review, in South Africa, in spite of the National Qualifications Framework, transfer and articulation between further education institutions and universities has been poor. The issue of transfers of credits between community colleges and TVET colleges therefore needs to receive serious attention.

Opening up as many opportunities as possible for individuals to improve their skills and knowledge (both formal and non-formal), increases the likelihood of achieving the overall objectives of community college.

Outputs 4 deals with establishing or renewing and strengthening programme offerings. The White Paper (DHET, 2013, p22) outlined some of the programmes that might be expected in the community college sector. These include general, vocational and skills development programmes and non-formal programmes. The PCC thus needs to create an imagination of the range of programmes that community colleges may offer and how these programmes will articulate to programmes offered by other institutional types in the country. It also needs to provide an enabling framework for active participation of the community in determining the wide range of programmes offered, including those of particular relevance to that community

Engaging youth and adults constructively in society requires the existence of good non-formal programmes that are able to equip youth and adults with the necessary life skills, such as, but not limited to money management, conflict resolution, and communication skills, constructing a CV among others. In this instance, the theory of change assumes that partnerships will be more functional if they are established 'closer to the ground.' The assumption is that by establishing such partnerships, non-formal programmes will be established. Historically, one of the major gaps in the existing AET has been the absence of non-formal programmes. Non-formal programmes in particular are highlighted as central to the notion of a community college, so it is essential these receive attention.

The importance of having a core of permanent, qualified full-time adult educators in place (output 6) is vital. Under qualified AET lecturers and poor management of centres are both well documented contributors to historically poor success rates in the AET sphere,

The literature review (above) on the South African context shows that practitioner development (and research and monitoring capacity) has also not grown but actually declined because of the dismantling by university administrations of the modest infrastructure of adult education departments at universities and the threats of closure of the Higher Certificate programmes run by some of them (the legacy of which was crucial for the staffing of the Kha Ri Gude literacy campaign).

Creating a community college system in South Africa will thus be beset with a severe educator capacity problem. The PCC will need to have robust intentions and plans for how to create a vibrant cadre of adult and community education educators. The appropriate balance between part- and full-time staff will require serious attention.

The concept of creating a community college as a new kind of institution, implies a significant investment in resources, processes and systems. These range from programme design, curricula, accreditation and assessment, professional development of lecturers and the implementation of a range of systems to support the functionality of a community college. All of these processes are

highly resource intensive, at both a human and material level. The retrospective Theory of Change therefore further assumes that appropriate resource provision is key and will contribute to addressing the inequalities of the past by providing quality education and training opportunities for youth and adults.

Analysis

A number of principles espoused in Section 2.1 of the draft PCC and listed above can be linked to the outputs of the retrospective Theory of Change. These include the focus on access; quality of provision; the importance of partnerships; provision of formal and non-formal programmes; community participation in governance; and the importance of articulation with other section of the post schooling system. These aspects are however, merely listed without any elaboration on how any of these would be achieved.

The draft PCC also does not refer to the role that has been foreseen for the South African Institute for Vocational and Continuing Education and Training (SAIVCET) described in the White Paper (DHET, 2013: p 25 Section 3.4) where it is envisaged that SAIVCET will play a key supporting role.

> *"Both TVET and community colleges must be flexible, responsive to employer needs and community needs, and cater for an expanding number of youth and adult learners… Without dedicated and expert support they will certainly struggle to achieve the goals that we are setting them."*

In particular, it is expected that SAIVCET will in relation to the community college subsector: develop innovative curricula; upgrade the technological knowledge and pedagogic skills of lecturers; and will provide a forum for specialists to develop materials for programmes.

The principles in the PCC are however not technically articulated as outputs which serve as a basis for the establishment of the community colleges. Rather they are intended to *"define what community colleges are all about"* (draft PCC: Section 2.1 p7). To this extent they are descriptive and aspirational in nature, rather than specific in articulating assumptions of what needs to be in place and providing the underlying processes or pathway required for the establishment of community colleges.

Furthermore, the draft PCC is silent on a number of issues, these include the lack of provision of a framework for a properly managed piloting process (as envisaged in the White Paper (DHET, 2013: Section 3.2.6); and a lack of elaboration on how enhanced access will be achieved. Partnerships and community participation in governance are highlighted but the principle of community collaboration, and responsiveness to community needs is not provided for. Over all, there is silence on the type of bottom up approach that is advocated in much of the international literature on this matter (Chapter 3 above) The draft PCC is also silent on the key issue of appropriate processes and strategies for ensuring appropriate staff recruitment and continuing professional development arrangements (a problem that is highlighted in the review of South African literature on AET (Chapter 3 above). Assessment and examination arrangements are not mentioned. The provision of appropriate resourcing necessary for the successful implementation of this large, new endeavour are not provided, and upscaling or replication needs are not considered.

In answering the question of whether the policy's theory of change is appropriate and sufficiently robust to address the needs of the identified youth and adults it is clear that there is a significant disjuncture between the policy and the White Paper (DHET, 2013) (and the retrospective Theory of Change of the design evaluation). The White Paper is a much more creative, diverse and contextually relevant system with community colleges, community learning centres, partner sites and open and distance learning, in a decentralised and network type system responsive to local needs is envisaged.

As has been seen, many of these aspects included in the White Paper (DHET, 2013) and in the retrospective Theory of Change (Chapter 4) are omitted and/or are underdeveloped in the draft PCC.

Conclusion

No explicit Theory of Change had been developed for the draft PPC. However when reflecting on the implicit Theory of Change underpinning the White Paper (DHET, 2013) vision for community colleges and the draft PCC, it is clear that there is a significant disjuncture between the draft PCC and the White Paper. In the White Paper, a much more creative, diverse and contextually relevant system is envisaged. community colleges with Community Learning Centres and partner sites in a decentralised and network type system responsive to local needs is proposed.

The retrospective Theory of Change developed by the Consultant drew extensively on the White Paper (DHET, 2013) and identified a range of components necessary for the development of community college that are omitted entirely in the draft PCC.

In conclusion, the answer to the question therefore has to be that the draft PCC's implicit theory of change is not appropriate and sufficiently robust to address the needs of the identified youth and adults.

5.2.3 Question 3: To what extent is the draft PCC measurable and therefore capable of being evaluated in the future?

Approach

Steps in the policy design cycle may vary slightly but the basic process is well established and typically comprises: Policy definition → agenda setting → policy development → implementation → policy evaluation → problem definition.

Public policy making is a continuous process that has many feedback loops. Verification and evaluation are essential to the functioning of this system (Geurts: 2010)[69].
Traditionally, results (outcomes and impact) are planned forward. Underpinned by the Theory of Change logic, a logical framework matrix is prepared which provides a matrix of activities, leading to implementation.

[69] Geurts Thei [69] Be Informed (2010). "Public Policy: The 21st Century Perspective" http://www.beinformed.com/BeInformed/website/en/EN/PublicPolicyMaking

Although there is debate in the literature (Geurts 2012 and Soer 2013 *et al*)[70] regarding the linearity of this approach and suitability for application in a dynamically changing context, building the policy evaluation into the policy design process from the start is deemed to be good practice. Even if it is not entirely possible to predict the realization of results, different levels of probability can be plotted.

As seen above (Chapters 3 and 4) in the evaluation design of the draft PCC, the Theory of Change and the Logframe were developed retrospectively as part of the draft PCC design evaluation. The outputs and outcomes or overall object of the drat PCC as set out in the retrospective Logframe will therefore be used to frame the measurability analysis.

The policy outputs can be tracked in terms of the objectively verifiable indicators in the Logframe, measurements that will help to track policy implementation and whether the policy is achieving what it set out to do. Over and above monitoring that services, or activities are put in place as planned, the question about what differences (outcomes) the policy makes for the intended target or beneficiary group and community involved also needs to be asked as well.

Analysis

To what extent is policy delivery of the draft PCC in the future measurable, as presently defined?

Section 16: Monitoring and Evaluation (draft PCC: p15) provides for every community college to supply the required information to DHET:

> *Every college must submit the information that is required by the Director-General at the intervals determined by the Director-General.*
>
> *The information to be submitted by a community college must comply with the information and data standards of the DHET as contained in the Higher Education and Training Information Policy, 2013.*

Apart from the above requirement, which relates to policy implementation compliance once community colleges are up and running, there is no reference is to any process related to a review or evaluation process related to the draft PCC.

Currently, specific targets and detailed indicators are not provided in the Draft PCC, except in the case of all the provincial AET staff being absorbed into the national department.
The purpose of the draft PCC is related to the function shift and to the establishment of the community colleges, but does not make mention of the target group. No *specific* target groups or their numbers are mentioned anywhere in the draft PCC, except in vague terms. The target groups are variously referred to in the draft PCC as "*adults, youth who are unemployed, poorly educated and not studying"* quoted in White Paper (DHET, 2013) (draft PCC p 3) while elsewhere it is stated that the community colleges will "*primarily target youth and adults"* (draft PCC: p 5).

In Section 1 of the draft PCC it is stated that there are *"about 3 million young people aged 18-24 who*

[70] Soer Albert "Policy 2.0: Can we move beyond the classic policy cycle?" June 28, 2013 http://europeandcis.undp.org/blog/2013/06/28/policy-2-0-can-we-move-beyond-the-classic-policy-cycle/

are not in employment, education or training…" (draft PCC: p7). It is also stated that the 2011 Census revealed that "*15 918 454 South Africans aged 20 year and above have not completed Grade 12"* (Draft PCC: p 7). Further figures from the census are also provided on page 7 of the draft PCC, show that there are a significant number of adult learners nationally that have not completed various levels of schooling including 8.6% who have no schooling.

From these figures it is clear that the potential target group is extremely large, but no specific targets for enrolment in community colleges or graduate targets are provided in the draft PCC.

In Section 7, reference is made to *"the gradual process of community colleges being phased"* (draft PCC: p 10) but once again no time lines, scale, criteria or numbers of Colleges are mentioned.

The White Paper (DHET, 2013: 23) does however make reference to expanding enrolments "*as these institutions are built, the DHET aims to expand enrolments by a factor of four, from the current PALC enrolment of 265 000 to a head-count enrolment of approximately one million students by 2030".* These numbers and this time frame are however not mentioned in the draft PCC.

Given the importance of data and data management systems in measuring policy implementation achievements (as well as monitoring and planning) the lack of any discussion on data collection and on the current need to building an effective data system for the AET sub-system within DHET is an important omission.

The DHET Education Management Information System (EMIS) officials interviewed reported on a lack of data on the current Adult Education and Training Centres. Amongst others, the EMIS department does not collect data on infrastructure of AET centres.

Where there is specificity – with reference to the instant creation of the nine Interim community colleges as part of the function shift process (draft PCC, Section 7: p9) to nominally hold the merged and renamed PALCs - measurement is trivial. Other than being a bureaucratic arrangement set out in the FET Amendment Act (2013), no criteria or indicators of success are provided for creation of these nine new institutions.

The silences in the draft PCC on resource allocation and capacity abound - does DHET have the resources to implement the proposed policy, in terms of staff, skills, money, training, expertise? Is DHET able to offer the necessary support in terms of facilities, equipment, and other support available for the proposed policy? These matters are not considered, let alone interrogated.

The retrospectively prepared Theory of Change is based upon seven outputs. These are linked to objectively verifiable indicators in the Logframe.

The successful implementation of the community college sub-system is supported by the successful achievement of each of the seven outputs which in turn rests upon the assumption that all the activities specified in the Logframe matrix (see Chapter 4 above for detail) will be successfully implemented.

In the Logframe, the outputs are linked to objectively verifiable indicators. These are provided in the table below:

Outputs	Objectively verifiable indicators:
1. The **pilot community colleges** and their associate Community and Adult Learning Centres need to be established in each province providing easy access to previously marginalised groups and using ICT for effective functioning;	Nine pilot community colleges (one in each province) and associate C & AET centres established and fully implemented and evaluated for lessons learnt for future community college establishment
2. A **network of public and non-public community colleges** with associated Adult Learning Centres is in place providing easy access to previously marginalised groups using ICT for effective functioning;	Community-based public and non-public colleges and associate C & AET centres that make use of ICTs for teaching and learning and for administrative purposes in each province
3. **Well governed and administered** and **well-staffed** community colleges with associated Adult Learning Centres with **appropriate opening times** in place;	Well-functioning C & AET centres with appropriate opening hours
4. A **wide range of articulated programmes** including vocational, skills development, **non-formal and community oriented programmes** are designed and offered;	Wide range of programmes including vocational, skills development, non-formal and community oriented programmes being offered.
5. **Assessment and examination system are in place** (for emerging national programmes); and	Umalusi & QCTO quality assurance processes
6. **A core of permanent, qualified full-time adult educators in place** (supported by part-time staff where appropriate).	Full complement of a core of qualified, permanent full-time staff in the sector
7. **A national Chief Directorate or branch and regional AET directorates established** with mandate and capacity to engage productively with arrange of partners	National and regional directorates established and in operation

The above objectively verifiable indicators taken from the consultant's Logframe related to the outputs identified in the Objectives Tree are at a high level and do not include features that will help to determine the degree and nature of their success. As high-level indicators they do not provide detail related to a range of aspects such as time frames, cost efficiencies and quantity and quality of the output.

These issues as well as the lack of sufficiently detailed frameworks for the implementation of both the function shift and the establishment of the community colleges (beyond the legislative mandate contained in the FET Amendment Act 2013) are all indicators of weak or virtually no basis for measurement.

Conclusion

The lack of detail related to targets, timelines and quality criteria, leads to the conclusion that the draft PCC as currently constructed is not measurement or evaluation friendly. Specific targets and

detailed indicators are not provided, except in the case of all the provincial AET staff being absorbed into the national department.

While the figures quoted in the White Paper (DHET, 2013) related to the envisaged increase in enrolments to approximately R1 million in 2013 make it clear that the potential target group is extremely large, no targets for enrolment in community colleges or graduate targets are provided in the draft PCC.

In addition there are a number of silences in the draft PCC on resource allocation and capacity: does DHET have the resources to implement the proposed policy, in terms of staff, skills, money, training, expertise? Is DHET able to offer the necessary support in terms of facilities, equipment, and other support available for the proposed policy? Clearly then, there are no indicators developed in these respects and therefore no means of measuring whether the targets are met.

Apart from the requirement, that community colleges submit prescribed data to the DHET, which relates to policy implementation compliance, there is no reference to any process related to a review or evaluation process related to the draft PCC.

The lack of any discussion on data collection and on the current need to building an effective data system for the AET sub-system within DHET is an important omission.

Which stakeholders contribute to the results of the policy, what are their contributions and what are the implication of these for policy coordination and programme delivery?

All the stakeholders mentioned in this section play a key role contributing to the policy success. The failure of any of these to contribute, is likely to severely compromise the policy results.

The draft PCC also does not refer to the role that has been foreseen for the South African Institute for Vocational and Continuing Education and Training (SAIVCET) described in the *White Paper* (2013: p 25 Section 3.4) where it is envisaged that SAIVCET will play a key supporting role. This may be because it was reported in the interview with an official from Treasury that it had not been sympathetic to additional funding for establishing this new entity.

In particular, it is expected that SAIVCET will in relation to the community college subsector: develop innovative curricula; upgrade the technological knowledge and pedagogic skills of lecturers; and provide a forum for specialists to develop materials for programmes. These are all critical aspects of the community college core business. Without the support of SAIVCET, or an equivalent unit, it is difficult to imagine how the community colleges will be able to deliver on its mandate at all -a fact which makes the omission of SAIVCET from the draft PCC very worrying.

The South Africa Qualifications Authority (SAQA) and the quality councils, Umalusi and the Quality Council on Trades and Occupations (QCTO) are also important stakeholders with central roles to play. SAQA's role in registering qualifications and ensuring articulation is key, however, it is not mentioned in the draft PCC, although it is referred to in the *White Paper (2013: p 23)*. The roles of the two quality councils are referenced in Section 15 of the draft PCC (p 15). Both these councils will

need to work closely with the DHET in quality assuring the emerging national programmes to be offered at the community colleges.

The role of universities and the Technical and Vocational Education and Training (TVET) Colleges is also omitted from the draft PCC. The White Paper (DHET, 2013: p23) however envisages a role for both these institutions in supporting capacity development to train adult educators. In particular, selected universities need to enhance their capacity to provide the necessary research base for the optimum development of the sector. Of concern is the note in the White Paper which highlights the fact that many university- based adult- education units have been closed or drastically reduced over the last twenty years.

Other important stakeholders include the Sector Education and Training Authorities (SETAs) that are responsible for the design and implementation of arrange of occupationally directed programmes as well as various short skills programmes. These are mentioned in Section 13 (draft PCC: p13) in relation to community college programme and qualification offerings. Linkages with various public works departments also cited in this Section.

Additionally, partnerships and collaboration with various private organisations as well as community-based organisations (CBOs) and non- government organisations (NGOs) will play an important role in ensuring community based participation and relevance to community needs, and thus contributing positively to the envisaged policy results. These stakeholders cited in this section are not just loosely associated with the community college "project", rather, they all play important and necessary roles for successful programme delivery and the positive achievement of the draft PCC purpose, the establishment of community colleges that offer relevant, quality programmes.

Conclusion

As the Theory of Change shows, all the stakeholders mentioned in this section (the quality councils, the South African Institute for Vocational and Continuing Education and Training, Universities and TVET Colleges and the SETAs) play a key role in contributing to the policy success.

The implication of having such a necessarily broad stakeholder base, is the need for the DHET to play a strong coordination and management role to ensure coherence. It is for this reason that one of the key outputs of the draft PCC Theory of Change is the establishment of a national Chief Directorate or branch and regional AET directorates with the mandate and capacity to engage productively with a range of partners. Unless the national and regional directorates are fully functional, the positive results of the draft PCC will be impossible.

5.2.4 Question 4: To what extent is the draft PCC ready to be implemented?

Approach to implementation readiness

It is acknowledged that the policy implementation is a highly complex matter, and that it is likely that the intended policy may well incur changes in the implementation process. However, the approach taken to assessing the draft PCC's readiness for implementation is a simple, pragmatic approach. It is based on an acknowledgement of the importance of stakeholder consultation and buy-in; identification of the components necessary for fulfilment of the constituent objectives; access to resources; and on capacity of various kinds, including management and administration

In this regard, key questions include: Has proper planning taken place, including the identification of the component parts of implementation? Does DHET have the resources to implement the proposed policy, this includes staff, skills, money, training, expertise? Is DHET and or other designated agencies able to offer the necessary support in terms of facilities, equipment, and other support available for the proposed policy? In short, is there sufficient evidence that the resources and capabilities required to implement the policy are in place and are adequate to address the scale of the policy challenge?

The analysis of the implementation readiness of the draft PCC is informed by the close reading of the draft PCC in relation to the logic of the retrospective Theory of Change prepared as part of the evaluation; findings from the literature review and is supported by the views of stakeholders interviewed.

Analysis

To what extent is the draft PCC able to be operationalised?

In legal terms, the draft PCC is ready to be implemented. The two key policy purposes - to provide a framework for the shift of the provincial adult learning centres (PALCs) from provincial control to the control of DHET and to provide a framework for the establishment of community colleges (draft PCC: Section 4 p 9) are mandated in terms of the *Further Education and Training Amendment Act (2013).*

However, closer interrogation of the draft PCC shows that there is no actual,

> "*framework that must guide the management of the shifting of the Adult Education and Training function from the PEDs to the exclusive competence of the Department of Higher Education and Training*." (Section 4.1).

The draft PCC is at best a legal mechanism for effecting the so called "function shift", but without providing a real framework to do so effectively. No administrative or management guidelines are provided, the relevant resources are not in place and stakeholder interviews conducted with provincial education department AET officials, indicate that buy-in is lacking. This suggests that the policy only envisages the PALCs operating as they always have and hence there is little evidence of any plan for them to be transformed into vibrant community colleges.

The framework for "*the establishment of community colleges, governance and management of these institutional types, employment of staff, the funding framework, programmes and qualification offerings, quality assurance, examinations and assessment, and monitoring and evaluation*" (draft PCC: Section 4.2 p 9) is presented in only the barest of detail. By comparison the *White Paper* (DHET, 2013) is, much more detailed and informative.

The international evidence (see Chapter 3 Literature Review above) is clear that a variety of institutional forms, funded and governed in a variety of ways, can be used to deliver post school education and training (at Adult Basic Education, Further Education and Training and the lower reaches of Higher Education) that would meet the South African requirements of redress, social justice and economic development. Some countries have a solid single institutional model (the North American community college), other have a flexible variety (such as India). South Africa could obviously learn much from, and benefit from the resources of, these countries.

What is important is that the White Paper (DHET, 2013) recognises that a *new* institutional type is to be developed, so whatever is implemented needs to cater for the wide range of educational needs of the target group, that are not catered for by the TVET and other existing Colleges and University sectors. In particular the institutional model, including its governance arrangements, need to be tailor-made for the purposes to be served and not to simply replicate arrangements in place for existing sectors (Consultants' emphasis in italics).

In general, the draft PCC makes no mention of a detailed plan or procedure for the complex process of function shift, nor does it even identify what all the elements might be of such a process. Ref to DHET lack of capacity

With regard to the framework for the establishment of South Africa's new educational institutional form, it is clear that a number of components identified by consultants' Theory of Change have not received any attention. Some of these components are elaborated below.

Community Learning Centres
How Community Learning Centres will be managed is not specified except that a Manager will be appointed by the Minister (Draft PCC: Section 10.4 p12). Given the importance that Community Learning Centres have in the Task Team on Community Education and Training Centres Report (2012) and the White Paper (DHET, 2013) this it is not at all clear why so little attention is given to this important matter in the draft PCC

Programmes
There is no information or guidance on the programmes to be offered except in the most general terms in Section 13 of the draft PCC where a range on possible programme offerings is listed. Ideally, community colleges have to be flexible in their offerings, offer programmes driven by community development priorities as well as state priorities, and programmes that respond to the immediate needs of the community (but which must be funded by other sources) and non-formal programmes, be holistic and within an integrated development framework.

Pilot community colleges
There is a lack of adequate conceptualisation or planning for the actual development of genuine pilot community colleges. The draft PCC makes it clear that pilot community colleges will be phased in, in each province (draft PCC: Section 7.3 p 10) and that.

> *"The purpose of the pilot colleges is to provide an opportunity for the DHET to begin the process of establishing district-based community colleges and to gain experience that will be useful in rolling out community colleges in every district in the country. The roll out of community colleges will be outlined in a further policy instrument".* (draft PCC: Section 7.4 p. 10)

No mention is made of a set of guidelines that might support the development of such a piloting process, nor a structure or structures set in place to oversee, monitor and evaluate such a process. This is essential if the pilot colleges are to chart the way for future colleges. The buy-in of universities and other research agencies in essential in this regard.

Curriculum and materials
There are no apparent plans for curriculum or materials development or ICT development.
A range of programmes suggested in the draft PCC, most of these would need to be newly conceptualised and developed and implementation support with the appropriate learning and teaching support materials (LTSM). Of great concern is the fact that the draft PCC is completely silent on the mechanism for supporting the development of such programmes and materials.

The White Paper (DHET, 2013) highlights the importance of the establishment of the South African Institute for Vocational and Continuing Education and Training (SAIVCET). The White Paper identifies a key role for SAIVCET in curriculum and materials development for both the TVET and the community college sub-sectors, as well as a role in TVET and AET lecturer development.

The key role of SAIVCET in this regard was also highlighted in the explicit Theory of Change process (done as part of the evaluation). In fact the design of appropriate formal and non- formal

programmes and support materials was identified as one of the seven key output areas or necessary conditions for the establishment of the community colleges.

The findings on the draft PCC evaluation reflect that there are no plans for curriculum or materials development. An important concern though is the fact that the official interviewed at the National Treasury confirmed that National Treasury is opposed to the establishment of SAIVCET as this was not discussed with National Treasury prior to the policy establishing the entity (White Paper DHET, 2013). The National Treasury is also of the opinion that curriculum, materials and professional development functions should be located within DHET. So as it stands, currently, there appears to be no planning and no resourcing for the establishment of this important institution.

However the current lack of capacity within DHET to take responsibility is apparent with only two officials (one Acting Director and one other official) in the DHET curriculum division. The seriousness of the situation is underscored by a comment made by a DHET official during an interview, stating that: "*Currently there is no capacity at DHET to develop community college programmes, there needs to be more people".*

Quality assurance
The draft PCC does make reference to Umalusi and the Quality Council for Trades and Occupations (QCTO) and briefly states that they will be responsible for the quality assurance of programmes from levels 1- 4 on the National Qualifications Framework (NQF). In the retrospective Theory of Change the point is made that capacity will need to be developed in both councils to quality assure the provision of new programmes leading to qualifications.

Qualifications and professional development of adult educators
The draft PCC is silent on another important topic – qualifications and professional development of adult educators.

The poor quality of current AET provision is noted in back ground and Context Section of the draft PCC (Section1.11: p5) but no further reference or plan for remediating this situation is mentioned. A key contribution factor is the dearth of appropriately qualified AET educators. The only reference in the draft PCC to staffing (draft PCC Section 11: p12) relates only to the legal requirements for post establishments as set out in the FET College Amendment Act (2013). No reference is made in the draft PCC to the Draft Policy on Qualifications in Higher Education for Adult Education and Training Educators and Community Education and Training College Lecturers (DHET, 2014*)* which is clearly an important policy document to which the draft PCC should be aligned.

The issue of quality and the need for appropriately qualified AET educators is elaborated in the White Paper (2013: Section 3.2.4 p23) and the draft Policy on Qualifications (DHET,2014) is referenced. Additionally the White Paper (DHET, 2013) elaborates on the envisaged role of Universities (and TVET Colleges) in supporting capacity development to train adult educators.

However, as shown in the Literature Review (Chapter 3 above) adult educator development (and research and monitoring capacity) has also not grown but actually declined because of the dismantling by university administrations of the modest infrastructure of adult education departments at universities and the threats of closure of the Higher Certificate programmes run by some of them (the legacy of which was crucial for the staffing of the Kha Ri Gude literacy campaign).

Creating a community college system in South Africa will thus be beset with a severe educator capacity problem. The draft PCC will need to have robust intentions and plans for how to create a

vibrant cadre of adult and community education educators. The appropriate balance between part- and full-time staff will require serious attention.

Infrastructure
Infrastructure provision is mentioned in four brief points in the draft PCC (Section 14: p 14). It is indicated that in the short to medium term, DHET will continue to use existing facilities. However, it is stated that DHET intends to provide infrastructure for community colleges "*in order to foster their distinct institutional identity".* However no indication of planning or resourcing is provided. When interviewed on the matter of infrastructure, a senior DHET official suggested that existing plans and costings that had been prepared for TVET Colleges could easily double up and be used for the community colleges, thus undermining any notion of a "*distinct institutional identity".*

Financing the draft policy on community colleges
When it comes to the financial aspects of implementation, it is difficult to make a judgement as there are no financial estimates in the policy at all. All that is stated is that the community colleges will be funded **"***in accordance with National Norms and Standards as provided for in terms of section 23 of the FETCA, 2006, as well as through other funding streams as identified in section 24 of the Act*." In addition it states that "*the funding norms for public community colleges will during the transitional period from PEDs be the funding convention as currently in operation in each Province*". This arrangement appears highly problematic as, first, the experience from the merger of teacher training colleges into universities, and the function shift of FET colleges to national has revealed that the budget realised from these transfers was inadequate, and emerged as part of a highly contested and still unresolved process. Second, the funding norms were previously in question inadequate for the existing PALCs, and cannot therefore possibly fund the erection of a new system of community colleges, if the envisioned policy outcomes are to be realised.

Given that community colleges serve a variety of functions – from satisfying the human right to basic literacy through providing the skills necessary for the economic development of a community to preparation for higher education, their funding is often victim to oscillating political choices. Any funding formula needs to be consistently responsive to the varying demands for different types of programmes. A careful balance needs to be reached between funding enrolments and funding completion. The PCC is fortunately supported by the establishment of a Task Team to give detailed consideration to the various issues. However, the Task Team needs to be careful not to replicate funding models developed for very different segments of the post school sector, namely the university and the TVET college systems. (It should be noted that the current funding model for AET is clearly problematic, resulting in two provinces reporting expenditure of around R10 000 per part-time student per annum, while two provinces reported around R8000 and 5 provinces around R4000[71](Auditor General Report on Adult Education and Training programme of DHET, 2014).)

Altogether in the budget, R8, 5 billion is available to Programme 4, the Vocational and Continuing Education Programme of DHET, for 2015/2016, with an annual average growth rate of 5.2% from 2014/2015 to 2017/2018. This is to cover both TVET Colleges and the emerging community college Sector.

The official from National Treasury, interviewed as part of the evaluation, confirmed that on the basis of a submission from DHET, Treasury had included in the 2015/2016 budget the function shift on 1 April, 2015 from Provincial Education Departments to the Department of Higher Education and Training for both the TVET College Sector and the Adult Education and Training (AET) Sector. A total

[71] One should however be sceptical about these figures, given the unreliability of headcounts of students.

amount of around R5 billion has been transferred from Provincial budgets to National budgets for 2015, with about R1,8 billion for the AET Sector including the Public Adult Learning Centres (PALCs). This amount was determined to be the cost of these sectors to the Provincial Departments. (Officials from DHET however were of the view that these were only *direct* costs of the Sectors and did not include the costs of the support functions provided by the Provinces e.g.HR, Finance etc.) In 2014/2015, there had also been a conditional grant made by national to the provinces for the TVET College sector.

The level of funding indicated above, which escalates by less than inflation, therefore does not take into account the improvements necessary for the PALCs to function satisfactorily, let alone the resources needed for the development of the pilot community colleges.

According to their submission, DHET is planning to establish nine regional offices to house the TVET Sector Provincial staff. National Treasury understood that such premises would also house AET Provincial staff. It is noted that organograms for both TVET and AET/CET have not yet been developed.

An official from National Treasury that was interviewed, reported that Treasury is anticipating a DHET submission early in the new financial year, as they had been informed that DHET had finalised the costs involved in November 2014. The Consulting team believes that this is likely to relate largely to the TVET sector as it appeared from interviews that the detailed costing, for example, of infra-structure, had been done for the TVET sector only. This is substantiated by the fact that during an interview with a senior DHET official, it was indicated that no infrastructure planning had been done for the community college sub-sector. However in a passing comment it was suggest that the plans and costing that had been done for the TVET sub-sector, could just as easily be applied to the community college sub- sector. Given the argument above that community colleges need to be highly decentralised structures as close as possible to the homes of youth and adults who would need to access the learning opportunities they offer.

The submission anticipated will need to be extremely detailed and will need to meet the requirements stipulated in the MTEF Technical and Capital Planning Guidelines. Furthermore, given the constraints on the budget, any planned expenditure would need to occur from either re-allocations from the baseline budget or from sources outside of Treasury. (For example, three of the TVET Colleges currently being built have been funded from the National Skills Fund.)

The National Treasury official reported that DHET had made clear to National Treasury that nine community colleges would be created and piloted, although no submission had been received in this regard by National Treasury. The National Treasury appeared unaware that there was a plan to amalgamate the existing PALCs into community colleges.

The National Treasury official also indicated that Cabinet was committed to ensuring that the NEETs group be served educationally, but indicated that without a submission from DHET, no additional allocation could be made to DHET for this purpose. The official also noted that there are competing demands within the Post-Schooling Sector, with a particular emphasis being placed on both expanding and improving the TVET Sector, as this was the Sector that should produce the graduates most in demand by the economy. She noted that in Outcome 4 identified by the Department of Planning, Monitoring and Evaluation, there was a subset of activities related to employing members of the NEETs group.

Finally the Treasury official emphasised the importance of all new policy including a costing process right from the outset. Something that has not been done with the draft PCC.

DHET's capacity to oversee the AET sector

Both Section 1 (draft PCC) and the White Paper (DHET, 2013) emphasise the need to make improvements to strengthen the sub-sector considerably. The White Paper (2013: Section 3.1.1 p21) identified a range of shortcomings in the PALCs. These include, "insufficient opportunities, and poor quality of provision".

A separate interview with the office of the Auditor General described an audit they had conducted. The Report produced identifies a range of serious shortcomings in the functioning of the AET Centres that need to be addressed and that need the funding to support these improvements (*Audit Report of the Auditor- General: 2014*).[72] These include:

> *"the fact that DHET was meant to provide oversight to concurrent functions but did not do so. The post of assistant Director: Curriculum in the DHET AET Unit has been vacant since 2009, as a result, the curriculum goals have not been achieved and the AET curricula has not been completed" (Ibid p3).*
>
> *"The AET Unit did not have a monitoring and evaluation policy and therefore did not evaluate the AET programme's performance. There was also no measure to track, monitor, correct and report on the extent of the unqualified educators." (Ibid pages 4and 5).*

Given the examples above, one of the key recommendations of the Auditor's Report (2014) is that DHET should during the implementation of the new structure promulgated in the Further Education and Training Amendment Act (DHET, 2013) ensure that its AET Unit (sub-branch) builds the necessary capacity to monitor and evaluate the AET sector's performance and service delivery, and to implement these (Ibid p9).

Data management in the community college sub-sector

The importance of collecting and managing data as a key planning, monitoring and management tool is well acknowledged. For this reason it is a concern that no mention of an Education Management Information System (EMIS) is made in the draft PCC.

Interviews conducted with both officials from DHET and from the Auditor General's office showed that a number of problems currently plague AET EMIS and that the system needs considerable improvement.

The DHET Education Management Information System (EMIS) officials reported on a lack of data on the current Adult Education and Training Centres. Amongst others, the EMIS department does not collect data on infrastructure of AET centres. This was corroborated by respondents from the Auditor General's office who cited lack of data on infrastructure as one of the weaknesses identified in the AET Centres audit that had been conducted in eight provinces (excluding Gauteng).

EMIS officials also indicated that they have only ever captured aggregated data from AET centres which is in and of itself a problem. However they are now at a point of shifting this practice to one of

[72] Discussion extract of the Management Report of the Auditor- General of South Africa 2104

capturing unit rather than aggregated data for this sub-sector. Further data capture and management challenges in AET centres include:

EMIS officials also expressed concern regarding lack of capacity at DHET to work with all community colleges across all nine provinces.

Risk Management
Finally, modern practice, including that of the DHET, ensures that no planning process is complete without a proper identification of the key risks, the potential level of impact and the likelihood of their occurring. This will assist in evaluating the seriousness of the risk. Once serious risks are, identified, it is the task of the owners of risk as well as the senior management of the entity to ensure that mitigating actions are taken. This process has proved important in any large implementation process.

Currently there is no risk identification nor evaluation in the draft PCC, and therefore there is no associated risk management process envisaged.

Conclusion

A close analysis of the draft PCC has shown that there is only a legalistic framework for managing the shift of the provincial AET centres to the control of DHET (the so called 'function shift'), and not even the broadest plan. Equally there is only a legalistic framework for establishing the community colleges, and only a broad plan for piloting them. No framework nor guidelines for establishing Community Learning Centres that are associated with the community colleges were evident.

There is also no mention made of departmental agencies or units that will be tasked with the design and development of programme offerings and learning and teaching support materials. No guidance is provided on any of the related programme provision processes in the draft PCC. The draft PCC is also silent on the matter of educator qualifications and professional development. There is no mention of an education information management system (EMIS) which is key for planning, monitoring and management and most importantly, there is no mention of how this new institutional type will be resourced.

Given the silence and/or weak articulation in the draft PCC of all the above mentioned components of the proposed community college Sub-system, it can be argued that the draft policy is not ready to be implemented.

Furthermore, it is also not clear, to what extent the DHET has the drive and planning capability to achieve the policy? Is the policy actually owned by the DHET? Interviews revealed that DHET officials (in the Adult Education and Training Directorate and in the people responsible for the function shift) do not own the policy. Other DHET officials interviewed either generally knew little about the policy, though they approved of the White Paper perspective (and as seen in the Principles in Section 2.1). Equally, provincial AET officials interviewed complained of not having been adequately consulted regarding the draft PCC and gave the impression of not having bought into the proposed PCC.

6. Conclusions and Recommendations

The policy, as it stands serves two main purposes. One purpose is the function shift of the public adult learning centres, previously managed by the provincial departments of education, to the oversight of the Department of Higher Education. The second is the initiation of a new institutional form of education and training provision, the community college (and its associated community learning centres). It is clear from the analysis documented in our report that neither purpose is adequately served by the draft policy document.

6.1 Conclusions and recommendations in respect of function shift

Whilst it is acknowledged that the PALC system is largely dysfunctional (as noted in the draft Policy, the White Paper (DHET, 2013), and the Report of the Auditor General (2014)) there is little in the Draft policy that indicates a detailed plan or process to improve the situation to ensure that these centres become functional.

We conclude as follows:

6.1.6 The plan to nominally consolidate PALCs into one community college may actually replicate all the problems of the past system, particularly in the larger provinces where little district or local support was given to these centres.

6.1.7 The model may actually disadvantage those PALCs that in certain provinces are functioning well and are supported by district or regional officials.

6.1.8 The lack of any estimation of budget requirements in the draft policy document, allied with the known past experience of the difficulties in the re-allocation of money previously given to the provincial departments of education (after the closing of the teacher training colleges and the shift of the FET colleges to national), suggests the likelihood of a shortage of funding and other resources to do anything by way of improving functionality.

6.1.9 The lack of buy-in to the function shift proposal from the officials who were previously in the provincial adult education and training directorates or units is potentially disruptive. In particular their scepticism about the amalgamated PALCs being designated as a community college must be ameliorated.

6.1.10 The concept of a new institutional form of community colleges being associated in the public mind with what is in effect simply the old dysfunctional PALC model renamed will severely undermine the potential of an inspirational educational development.

Recommendation 1

1.1 Ideally PALCs should remain as PALCs under Regional offices but the FET Amendment Acts (2013) and the (November 2014) Government Gazette 38158 preclude this. Accordingly, there needs to be a differentiated conceptualization of how the merged PALCs are meant to operate in different provincial contexts. It is known for example that Gauteng AET is administratively more successful than other provinces and has a fairly large AET staff.

1.2 A more comprehensive policy and plan must be developed that deals with the ongoing (even if only interim) existence and support of youth and adult learners at the old PALC sites. Key outcome, performance indicators, and sectoral coordination structures must be detailed. This is not to be confused with the policy and plan for the new institutional form of Community Colleges.

1.3 The name "Interim Community College" is inappropriate and misleading. An alternative should be found.

6.2 **Conclusions and recommendations for a new institutional form**

In respect of the **setting up of a new community college system**, we conclude as follows:

6.2.9 That although the draft Policy provides some details on many of the aspects needed to set up a community college system, there is insufficient information supplied about most of them. The policy value-add of the PCC is, therefore, unclear and the description of the new institutional type (form) in South African education and how it is to be built is inadequate and, at points, entirely lacking.

6.2.10 That what is proposed in relation to the setup of the pilot colleges (as well as the PALC conglomerate colleges) slavishly follows the TVET legislation and does not appear to meet the principles (set forth in section 2 of the draft PCC) nor reflect the vision in the White Paper (DHET, 2013) and the Task Team report (2012) of a decentralised system close to learners.

6.2.11 That the Task Team report notion of a local network of community learning centres supported by community college has been totally inverted to one of a centralised community college modelled on a TVET college which may have some satellites. This is extremely problematic given the need for community colleges to be easily accessible to youth and adults.

6.2.12 That the draft Policy gives no attention to the key concept of community learning centres, except to say that their heads must be appointed by the Minister. This latter proposal seems highly over-centralised and cumbersome and appears to bypass the community college Councils as governing bodies). It also appears that little attention has been given to the examination of the community learning centres and how they could be supported and networked effectively.

6.2.13 That the minimal consultation in preparation for the draft PCC that has taken place to elaborate on the broad conception of community colleges contained in the White Paper (DHET, 2013) proposals will jeopardise the potential of this new institutional form.

6.2.14 That the need for the DHET to establish a significant internal structure (such as a Branch) to handle the applied conceptualisation and, coordination building of this whole new sector has not been adequately prioritised. Given the seriousness of the Auditor General's report on AET, this is a grave shortcoming.

6.2.15 That the apparent lack of attention to the financing of the new system is hazardous.

6.2.16 Given that new programmes, curriculum and materials development will be crucial to improve the provision for youth and adult learners, that the absence of any proposal of an appropriate mechanism to facilitate the development of these crucial elements, is extremely serious

Recommendation 2

Therefore we recommend that a more substantive and imaginative policy be developed that deals with the creation and sustainable continuation of a new institutional form of provision of adult and youth education in decentralised community learning centres supported by community colleges, and with the requisite resources of programmes, curricula, materials and educators and trainers. This policy process should commence with the development of a set of guidelines for the pilot Community Colleges, including the notion that they should incorporate a number of local Community Learning Centres (PALCs, PALC satellites or NGO Centres).

On the basis of this comprehensive policy for Community Colleges, the current legislation (Further Education and Training Colleges Amendment Act of 2013) must be reviewed and amended where appropriate to ensure that the unique character of Community Colleges as articulated by the White Paper (DHET, 2013) and the comments of the Minister's Advisor, drives the governance, management, staffing, and funding arrangements for the sector. This is in contrast to the current situation, where the legislation was developed in advance of the policy.

We note that this recommendation should in no way interfere with initiation of genuine pilots of community colleges.

2.1 Given the recommendation above, the new internal DG Task Team which we understand has been established to develop a comprehensive policy for Community Colleges is welcomed and is encouraged to embark upon a broad consultation process, especially with civil society.

2.2 DHET will need to establish a significant internal structure (such as a Branch) to be responsible for the applied conceptualisation and building of this whole new sector and to ensure that the crucial SAIVCET functions are made operational, especially in regard to programme and materials development.

2.3 A detailed project plan, with an accompanying monitoring and evaluation framework for the pilot implementation should be developed before implementation to ensure deliverables and timeframes are clear and that lessons can be extracted and documented to inform the full implementation

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Appendices

See separate documents:

Appendix 1: Draft Policy on Community Colleges Fiche

Appendix 2: Set of interview instruments

Appendix 3: List of respondents